

The
Government's Record,
1906—1913.

Seven Years of
Liberal Legislation
and Administration.

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1913,

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1913

PREFACE.

LIBRARY SETS

THE statements relating to Departmental legislation and administration contained in this Volume have been sanctioned by the responsible Ministers in each Department.

DEC 16 1940

Owing to the prolongation of the Session of 1912 into the current year, it has been found possible to include in the Record certain aspects of administration which properly belong to the year 1913.

HARDING

I desire to express my thanks to those who have assisted in the compilation of this—the fourth—issue of the “GOVERNMENT’S RECORD.” Any corrections, or suggestions for its improvement, will be gratefully acknowledged.

PERCY H. ILLINGWORTH.

12, DOWNING STREET, S.W.,

May, 1913.

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MINISTRIES, 1905-13.

THE CABINET—19.*	Sir Henry Campbell-Bannerman, 1905-8.	Mr. Asquith, 1908-13.
Prime Minister and First Lord of the Treasury	Sir Henry Campbell-Bannerman.	Mr. Asquith.
Lord Chancellor	Lord Loreburn.	{ Earl Loreburn (1908-12). { Viscount Haldane (1912).
Lord President of the Council	Earl of Crewe.	{ Lord Tweedmouth (1908). { Visct. Wolverhampton (1908-10). { Earl Beauchamp (1910). { Viscount Morley (1910).
Lord Privy Seal	Marquis of Ripon.	{ Marquis of Ripon (1908). { Marquis of Crewe (1908-10). { Earl Carrington (1911-12). { [Marquis of Lincolnshire] { Marquis of Crewe (1912).
Chancellor of the Exchequer	Mr. Asquith.	Mr. Lloyd George.
Secretaries of State:—		
Home Office	Mr. Gladstone.	{ Mr. Gladstone (1908-10). { [Viscount Gladstone.] { Mr. Churchill (1910-11). { Mr. McKenna (1911).
Foreign Office	Sir Edward Grey.	Sir Edward Grey.
Colonial Office	Earl of Elgin.	{ Marquis of Crewe (1908-10). { Mr. Lewis Harcourt (1910).
War Office	Mr. Haldane.	{ Mr. Haldane (1908-12). { [Viscount Haldane, 1911]. { Colonel Seely (1912).
India Office	Mr. John Morley [Viscount Morley].	{ Visct. Morley (1908-10). { Marquis of Crewe (1910).
First Lord of the Admiralty	Lord Tweedmouth.	{ Mr. McKenna (1908-11). { Mr. Churchill (1911).
Chief Secretary for Ireland	{ Mr. Bryce (1905-7). { Mr. Birrell (1907-8).	Mr. Birrell.
Secretary for Scotland ...	Mr. John Sinclair [Lord Pentland].	{ Lord Pentland (1908-12). { Mr. McKinnon Wood (1912).

* The Cabinet was increased to 20 in June, 1912, by the inclusion of Sir Rufus Isaacs, the Attorney-General.

THE CABINET.	Sir Henry Campbell-Bannerman, 1905-8.	Mr. Asquith, 1908-13.
Chancellor of the Duchy of Lancaster	Sir Henry Fowler [<i>Visct. Wolverhampton</i>].	{ Lord Fitzmaurice (1908-9). Mr. Herbert Samuel (1909-10). Mr. J. A. Pease (1910-11). Mr. C. E. Hobhouse (1911).
Presidents :—		
Board of Trade ...	Mr. Lloyd George.	{ Mr. Churchill (1908-10). Mr. Sydney Buxton (1910).
Local Government Board	Mr. John Burns.	Mr. John Burns.
Board of Agriculture ...	Earl Carrington.	{ Earl Carrington (1908-11) [<i>Marquis of Lincolnshire</i>]. Mr. Walter Runciman (1911).
Board of Education ..	{ Mr. Augustine Birrell (1905-7). Mr. R. McKenna (1907-8).	Mr. Walter Runciman (1908-11). Mr. J. A. Pease (1911).
Postmaster-General ...	Mr. Sydney Buxton.	{ Mr. Sydney Buxton (1908-10). Mr. Herbert Samuel (1910).
First Commissioner of Works	Mr. Lewis Harcourt.	{ Mr. Lewis Harcourt (1908-10). Earl Beauchamp (1910).
<hr/>		
NOT IN CABINET.		
Lord-Lieutenant of Ireland	Earl of Aberdeen.	Earl of Aberdeen.
Lord Chancellor of Ireland	Lord Justice Walker.	{ Lord Justice Walker (1908-11). Mr. Redmond Barry, K.C. (1911-13). Mr. Ignatius J. O'Brien, K.C. (1913).
Vice-President, Department of Agriculture, &c., Ireland	Mr. T. W. Russell (1907).	Mr. T. W. Russell.
Financial Secretary to Treasury	{ Mr. McKenna (1905-7). Mr. W. Runciman (1907-8).	{ Mr. C. E. Hobhouse (1908-11). Mr. McKinnon Wood (1911-12). Mr. Masterman (1912).

NOT IN CABINET.	Sir Henry Campbell-Bannerman, 1905-8.	Mr. Asquith, 1908-13.
Parliamentary Secretaries Under-Secretaries <i>Continued</i>		
Colonial	Mr. Winston Churchill.	{ Col. Seely (1908-11). Lord Lucas (1911). Lord Emmott (1911).
War	Earl of Portsmouth.	{ Lord Lucas (1908-11). Col. Seely (1911-12). Mr. H. J. Tennant (1912).
India	{ Mr. John E. Ellis (1905-6). Mr. C. E. Hobhouse (1906-8).	{ Mr. T. R. Buchanan (1908-9). The Master of Elibank (1909-10). [Lord Murray of Elibank] Mr. E. S. Montagu (1910).
Board of Trade ...	Mr. [Sir] Hudson E. Kearley.	{ Sir Hudson E. Kearley, Bt. (1908-9). [Lord Deconport]. Mr. H. J. Tennant (1909-11) Mr. J. M. Robertson (1911).
Local Government Board	{ Mr. Walter Runciman (1905-7). Dr. T. J. Macnamara (1907-8).	{ Mr. C. F. G. Masterman (1908-9). Mr. J. Herbert Lewis (1909).
Board of Education...	Mr. Thos. Lough	{ Mr. T. McKinnon Wood (1908). Mr. C. P. Trevelyan (1908).
Board of Agriculture...		{ Sir Edward Strachey (1909-11). [Lord Strachie]. Lord Lucas (1911).
Assistant Postmaster-General		{ Sir Henry Norman (1910). Capt. Cecil Norton (1910).
Financial Secretary, War Office	Mr. T. R. Buchanan.	{ Mr. F. D. Acland (1908-10). Mr. C. E. Mallet (1910-11). Mr. F. D. Acland (1911). Mr. H. J. Tennant (1911-12). Mr. H. T. Baker (1912).
Law Officers.		
Attorney-General ...	{ Sir J. Lawson Walton, K.C. (1905-8). Sir W. S. Robson, K.C. (1908).	{ Sir W. S. Robson, K.C. [Lord Robson] (1908-10). Sir Rufus Isaacs, K.C. (1910). (In the Cabinet).

NOT IN CABINET.	Sir Henry Campbell-Bannerman, 1905-8.	Mr. Asquith, 1908-13.
Comptroller of the Household	The Master of Elibank.	{ The Master of Elibank (1908-9). [Lord Murray of Elibank] Earl of Liverpool (1909-12). Lord Saye and Sele (1912).
Lord Chamberlain ...	Viscount Althorp.	{ Viscount Althorp (1908-12). [Earl Spencer, 1910]. Lord Sandhurst (1912).
Vice-Chamberlain ...	{ Mr. Wentworth Beaumont [Lord Allendale] (1905-7). Mr. J. M. F. Fuller (1907-8).	{ Sir J. M. F. Fuller (1907-11). Hon. Geoffrey Howard (1911).
Master of the Horse ...	{ Earl of Sefton (1905-7). Earl of Granard (1907-8).	Earl of Granard (and Minister assisting the Postmaster-General 1906-9).

In the House of Commons, Mr. W. Wedgwood Benn (Junior Lord of the Treasury) represents the Office of Works; Sir Charles Nicholson represents the Ecclesiastical Commission; and Mr. C. P. Allen (*unpaid*) represents the Charity Commission.

GOVERNMENT WHIPS.

House of Commons:—

Mr. Percy Illingworth.

Mr. J. W. Gulland.

Mr. W. Wedgwood Benn.

Hon. Geoffrey Howard.

Mr. William Jones.

Capt. Hon. F. E. Guest.

Mr. Henry Webb.

House of Lords:—

Lord Colebrooke.

Lord Herschell.

Earl of Craven.

REPRESENTATION OF GOVERNMENT DEPARTMENTS IN HOUSE OF LORDS, 1913.

Admiralty	{ Lord Ashby St. Ledgers
Irish Office	
Agriculture, Board of	Lord Lucas
Colonial Office	
Scottish Office	{ Lord Emmott
Foreign Office	Viscount Morley
Home Office	
Treasury	{ Lord Strachie
India Office... ..	Marquis of Crewe
Local Government Board... ..	Viscount Allendale
Post Office	Earl of Craven
Trade, Board of	Earl of Granard
War Office	Lord Herschell
Works, Office of	
Education, Board of	{ Earl Beauchamp

The Government's Record.

Seven Years of Liberal Legislation and Administration.

NOTE.—In addition to the legislation recorded under the various Departmental headings, 67 Public General Acts are grouped under the title: LEGISLATION INITIATED BY PRIVATE MEMBERS.

“ We are now in the eighth year of our Administration—and how do matters stand? Our trade at home and over the seas was never so prosperous, nor the percentage of unemployment in this kingdom so small. We have placed on the Statute Book the two greatest social reforms, measured by the extent of the relief which they give against the vicissitudes of life, which Parliament has ever enacted—the Act for Old Age Pensions and the National Insurance Act. We have made provision in the face of growing difficulties and exigencies for maintaining unchallenged the command of the sea.

.

“ In carrying out these costly purposes, we have not only not added a penny to the debt of the nation, but we have diminished its aggregate capital liabilities at a fast rate, and by a larger sum than any of our predecessors. We have reduced the tea duty by a penny, and the sugar duty by one-half. We have met the gigantic expenses involved—and just remember, by way of illustration, that there are close upon a million old age pensioners alone receiving some twelve millions annually, though on the other side of the account it should not be forgotten that outdoor pauperism among the aged has been concurrently reduced by no less than 94 per cent.—I say we have met these gigantic expenses for all these purposes by taxation so arranged that it does not clog the springs of industry or check the accumulation of capital, while it has not contributed in any way to the increase which has been going on from world-wide causes in the cost of the necessaries of life.”

MR. ASQUITH.

ADMIRALTY.

<i>First Lord</i>	-	<div> <div>THE RT. HON. LORD TWEEDMOUTH</div> <div>(1905-8.)</div> </div> <div> <div>THE RT. HON. REGINALD MCKENNA, M.P.</div> <div>(1908-11.)</div> </div> <div> <div>THE RT. HON. WINSTON L. S. CHURCHILL, M.P.</div> <div>(1911.)</div> </div>
<i>Parliamentary Secretary</i>	-	<div> <div>THE RT. HON. EDMUND ROBERTSON, K.C., M.P.</div> <div>[<i>Lord Loches of Gowrie</i>] (1905-8.)</div> </div> <div> <div>THE RT. HON. T. J. MACNAMARA, LL.D., M.P.</div> <div>(1908.)</div> </div>
<i>Civil Lord</i>	-	<div> <div>THE RT. HON. GEORGE LAMBERT, M.P.</div> <div>(1905.)</div> </div>
<i>Additional Civil Lord</i>	-	<div> <div>THE RT. HON. SIR FRANCIS HOPWOOD,</div> <div>G.C.M.G., K.C.B.</div> <div>(1912.)</div> </div>
<i>Permanent Secretary</i>	-	<div> <div>SIR EVAN MACGREGOR, G.C.B., I.S.O.</div> <div>(1884-1907.)</div> </div> <div> <div>SIR C. INIGO THOMAS, G.C.B.</div> <div>(1907-11.)</div> </div> <div> <div>SIR W. GRAHAM GREENE, K.C.B.</div> <div>(1911.)</div> </div>

ADMINISTRATION.

The policy of the Liberal Government with regard to the Navy has been clearly stated by successive First Lords, as the following extracts show:—

“We advise the building of ships in numbers to a strength and to a cost in order to enable the British Navy to secure in all contingencies that we shall have freedom on the highways of the ocean. We cannot secure that freedom unless our Navy is supreme as against any foreign navy and as against any reasonable probable combination which we might have to meet single-handed.”—Mr. McKenna in the House of Commons, March, 1911.

“We were never in a better position and the country was never more united in its resolve to see the supremacy of the Navy maintained.”—Mr. Churchill at Glasgow, 9th February, 1912.

“The actual standard of new construction which the Admiralty has in fact followed during recent years has been to develop a 60 per cent. superiority in vessels of the Dreadnought type over the German Navy on the basis of the existing Fleet Law Let me make it clear that any retardation or reduction in German construction within certain limits will be promptly followed here, as soon as it is apparent, by a large and fully proportionate reduction.”—Mr. Churchill in the House of Commons, 18th March, 1912.

“These estimates have been formed on the assumption that the existing programmes of other Naval Powers will not be increased. In the event of such increases it will be necessary to present Supplementary Estimates, both for men and money.”—Mr. Churchill in his Statement explanatory of the Naval Estimates, 1912-1913.

Finance.—A Table is appended showing the annual expenditure from Navy Votes:—

YEAR.	Total Expenditure from Navy Votes (Net).	Annuity in Repayment of Loans under Naval Works Acts.	Total Expenditure exclusive of Annuity, <i>i.e.</i> , Column (2) deducted from Column (1).	Expenditure from Loans under Naval Works Acts.
	(1)	(2)	(3)	(4)
	£	£	£	£
1904-5 - - -	36,859,681	634,238	36,225,443	3,402,575
1905-6 - - -	33,151,841	1,015,812	32,136,029	3,313,604
1906-7 - - -	31,472,087	1,094,309	30,377,778	2,431,201
1907-8 - - -	31,251,156	1,214,403	30,036,753	1,083,663
1908-9 - - -	32,181,309	1,264,033	30,917,276	948,262
1909-10 - - -	35,734,015	1,325,809	34,408,206	—
1910-11 - - -	40,419,336	1,322,752	39,096,584	—
1911-12 - - -	42,414,257	1,322,752	41,091,505	—
1912-13 (estimated)	45,075,400	1,322,752	43,752,648	—
1913-14 (estimated)	46,309,300	1,311,558	44,997,742	—

From the above it will be seen that the burden of the repayment of the Annuity under Naval Works Acts continues to fall heavily on Naval Votes, although all expenditure from loans under these Acts has ceased for the last four years.

The growth of expenditure in the last three years is accounted for by the increased shipbuilding programmes and the consequent increase in the Vote for *personnel*. Not only have ships developed in size and complexity of construction, but, in order to fit them for the needs of modern warfare, the schemes of complement have had to be revised, necessitating additional *personnel* in each of these years and a correspondingly increased expenditure on pay, food and clothing. In order to meet the requirements of new ships, the *personnel* was increased by 3,000 in 1910-11, by 3,000 in 1911-12, by 3,500 in 1912-13, and in the course of the present financial year a further increase of 5,000 will be made. These increases are based on average numbers.

The new works at Rosyth and Portsmouth have made very heavy demands upon Naval Votes during these three years, and have now reached a stage of development at which the Contractors must earn larger sums if they are to complete them within the contract time.

THE SHIPBUILDING PROGRAMMES.

1910-11-12-13-14.

The programme for 1910-11 consisted of 5 large armoured ships, 5 protected cruisers and 20 destroyers, as well as a number of submarine boats.

The programme for 1911-12 comprised 5 large armoured ships, 3 protected cruisers, 1 unarmoured cruiser, 20 destroyers, 6 submarines, 2 river-gunboats, 1 Depot ship for destroyers, and a Hospital ship.

The programme for 1912-13 consists of 4 large armoured ships, 8 light armoured cruisers, 20 destroyers, together with a number of submarines and subsidiary craft.

The programme for 1913-14 consists of 5 large armoured ships, 8 light cruisers, 16 destroyers, and a number of submarines and subsidiary craft.

Of the sums voted in each of these years for shipbuilding, a very large proportion is assigned to the continuation of work upon ships already under construction; but in the case of 1912-13 the proportion of the new programme to be undertaken in the financial year was larger than usual; this has enabled the whole of the torpedo boat destroyers to be begun at once, and will incidentally relieve future liabilities to some extent.

The new construction provided for in the Supplementary Estimates of July, 1912, comprise a small increase in submarines. Provision was also made for accelerating the construction of the eight light armoured cruisers which formed an important part of the programme for 1912-13.

THE IMPERIAL NAVY.

The Imperial Conference of 1911 marked a further stage in the development of the Naval Policy of the Dominions: an agreement was arrived at with the Canadian and Australian Governments as to the status and discipline of the Dominion Naval Forces and their relations with the Royal Navy. The arrangements necessary to effect the change from an Australian Squadron, controlled by the Admiralty, to the "Royal Australian Navy," controlled by the Commonwealth, have been elaborated, and the progress of the Australian Fleet unit is continuous.

H.M.S. "New Zealand," the generous gift of the Dominion of New Zealand, was completed early in 1913. She is now cruising in New Zealand waters, and will subsequently, in accordance with the wishes of the Dominion Government, be at the disposal of the Admiralty, to be employed wherever it is considered that naval interests would best be served.

The Government of the Dominion of Canada has laid before the Dominion Parliament the proposal to build three first-class battleships at a cost of £7,000,000; the ships to be built, maintained and manned in the United Kingdom. The proposal awaits ratification in the Canadian Parliament.

The Federated Malay States have presented a battleship, to be named "Malaya," to the British Government.

AERONAUTICS.

The development of aviation for naval purposes has been the subject of special attention, and all possible measures have been taken to procure an adequate and immediate supply of trained officers and mechanics.

A special provision of £60,000 for the construction of aircraft was made in the Supplementary Estimates of July, 1912, and further provision to the extent of £321,000 is made in the Estimates for 1913-14.

To meet the rapidly increasing demands of this branch of the service a new Air Department has been constituted in the Admiralty.

NAVAL WAR STAFF.

In accordance with the First Lord's Memorandum of the 1st of January, 1912, a Naval War Staff has been instituted. It comprises three main divisions, dealing with Intelligence, Operations and Mobilisation respectively, under the direction of a Chief of the Staff.

The War Staff discharges no administrative duties; its functions are advisory to the First Sea Lord, who is therefore in a position in which he can decide and advise on the grand issues without being burdened with undue detail and with every assurance that no detail has been neglected. The *personnel* of the War Staff will be recruited from Naval Officers representing every specialist branch of the Service, and a special course of training at the "War College" forms an essential part of the new arrangements whereby "selected officers" will qualify for "Staff duties."

ADDITIONAL CIVIL LORD.

The Rt. Hon. Sir Francis J. S. Hopwood, G.C.M.G., K.C.B., has been appointed to be additional Civil Lord on the Board of Admiralty in accordance with the First Lord's Memorandum of 1st January, 1912. The additional Civil Lord conducts the business and commercial transactions of the Board of Admiralty and thereby enables the Third Sea Lord to give his whole attention to directing the military construction of the Fleet. The enormous volume and complexity of Admiralty business connected with the "*Matériel*" of the Fleet have rendered it impracticable for one Member of the Board to control the whole to the best advantage.

ROYAL COMMISSION ON OIL FUEL.

A Royal Commission has been appointed and is now sitting, with Lord Fisher as Chairman, to inquire into the question of liquid fuel and its application to warships.

MATÉRIEL.

REORGANISATION OF THE HOME FLEET.

As from the 1st of May, 1912, the Home Fleet has been reorganised on the following lines:—It is now divided into First, Second and Third Fleets, and ships are classed in these Fleets according to the status of Commission in which they are maintained. The First Fleet consists of four Squadrons (*i.e.*, four Battle Squadrons and four Cruiser Squadrons) with attached ships; the Second Fleet consists of two Squadrons (*i.e.*, two Battle Squadrons and two Cruiser Squadrons), and the Third

Fleet, of two Squadrons (*i.e.*, two Battle Squadrons and two Cruiser Squadrons) with three additional Cruiser Squadrons.

The Destroyer Flotillas are 8 in number, of which the First, Second, Third and Fourth will in normal circumstances be under the orders of the Commander-in-Chief of the Home Fleet; the Fifth, Sixth, Seventh and Eighth form the command of a Flag Officer, styled "Admiral of Patrols," who is under the direct orders of the Admiralty.

The Submarine craft in Home waters are arranged in eight Flotillas.

NAVAL STRENGTH IN MEDITERRANEAN.

It has been decided that the force least well suited to warlike service in the Mediterranean is a Squadron of comparatively old battleships. The six old battleships have, therefore, been withdrawn from Malta and will be replaced by four battle-cruisers of the "Invincible" type. The quality of the armoured Cruiser Squadron based at Malta will be strengthened by substituting four much more powerfully armed vessels for four that are now there. These two Squadrons are enormously superior in gun-power to the vessels they replace and constitute a force specially adapted to trade protection. In January, 1913, the Mediterranean Fleet consisted of "Indomitable," "Inflexible," "Warrior," "Duke of Edinburgh," "Suffolk" and "Hampshire," and in July, 1913, will consist of four ships of "Invincible" class, three of the "Duke of Edinburgh" class, and "Hampshire."

During the period from the end of October, 1912, to January, 1913, the Third Battle Squadron joined the Flag of the Commander-in-Chief in the Mediterranean.

PERSONNEL.

Committee on the Education and Training of Young Officers.—The Committee presided over by Admiral Sir Reginald Custance to inquire into this subject has concluded its work, and the majority of its recommendations have been adopted by the Board of Admiralty.

Specialisation.—The first officers entered under the system of common entry passed their examinations for the rank of Lieutenant in May, 1911. Regulations have been issued as to the manner in which such officers may specialise in engineering and for marine duties after passing for the rank of Lieutenant. It has further been decided to enter as Probationary Second Lieutenants in the Royal Marines a certain number of officers from outside candidates as may be required.

Naval Medical Service.—In accordance with the recommendations of the Committee which was appointed to inquire into the Naval Medical Service, considerable changes were introduced in the organisation and conditions of service in this branch of the Royal Navy during 1911.

The full pay of Medical Officers has been increased, and a Naval Medical School of Instruction and Research, at the Royal Naval College, Greenwich, is in process of development.

Pay of Accountant Officers.—The scales of full and half-pay for Accountant Officers have been revised. The principal change introduced is the increase of pay in the junior ranks, so as to place the younger officers more on an equality with officers of the same age in other branches of the Service.

Promotion to Sub-Lieutenant.—Midshipmen after two years and four months in that rank may qualify in Navigation and Seamanship and be promoted at once to the rank of Acting Sub-Lieutenant. Eight months later they take the examinations in the remaining subjects of their course and are confirmed as Sub-Lieutenants.

Immediate Reserve.—A new class of the Royal Fleet Reserve has been instituted, with the title of “Immediate Reserve.” They are liable to be called out on any serious emergency without the need of a general mobilisation. Twenty-eight days’ sea-training in each year is required.

IMPROVEMENTS IN THE CONDITION OF THE LOWER DECK.

The First Lord of the Admiralty, speaking in the House of Commons on the 22nd of July, 1912, said :—“It is our duty to see that the seamen and stokers and others, on whose courage and conduct in peace and war the whole fortunes of the State depend, are not left behind and overlooked or neglected.” A general increase in the pay of the men of the Royal Navy and Royal Marines was made on December 1st, 1912, at an estimated cost to public funds of £386,473.

Promotions to Commissioned Rank.—For the first time in the history of the Navy promotion to Commissioned rank at an early age has been thrown open to the lower deck. The new rank of “Mate” has been instituted, to serve as a stepping-stone from Warrant rank and Petty Officer rating to the Commissioned Lieutenants’ list. The Admiralty have made the first selection of Warrant and Petty Officers from among the recommended candidates, and have appointed eighteen to undergo courses in Gunnery and Torpedo, at the completion of which they will pass for “Acting Mate.” After being confirmed as Mate they will rank as Sub-Lieutenants, and will be eligible for promotion, strictly according to their merits, to the higher ranks. Those selected at present do not include any candidates from ships serving on Foreign Stations, but the names of the candidates selected from those stations will be published shortly and will have the same seniority as those included in the first list. A further selection both from the Fleet in Home waters and the Fleets abroad will be made shortly. It is intended to promote 25 Warrant Officers and Petty Officers a year to the new rank of Mate up to a total of at least 100. One officer who had risen to Lieutenant’s rank from the lower deck has already been promoted to the

rank of Commander on the Active List. To compensate Warrant Officers of many years' service who are not eligible for the new rank of Mate, it has been decided to promote them to the rank of Commissioned Warrant Officer after 15 years' service as Warrant Officer instead of after some 20 years, as at present.

Summary Punishments.—The Committee appointed to inquire into the system of summary punishments which have hitherto been in force, including their consequential effects as regards pay, position, badges and pension, has presented its Report, and effect has been given to its recommendations.

The grievance of the Petty Officers on the subject of disrating by the Commanding Officer has been met by giving the option of submission to the decision of the Captain, or submission to trial by court-martial. The more obnoxious features of the punishment known as 10 A, together with other summary punishments of a like character, have been abolished.

Detention.—The system of detention as a form of punishment for offences under the Naval Discipline Act came into force in 1911. The new Detention Quarters which have been built at Chatham and Portsmouth were opened in December, 1911, and those at Devonport are also now completed. There is every indication that the system will prove an unqualified success.

New Warrant Ranks.—The Establishment of Warrant Officers has been increased to meet the requirements of the Fleet. Warrant rank has now been introduced for the Armourer and Electrician branches, and a new Warrant rank has been created for the Royal Marines.

Victualling.—The general Mess system is now in operation at each of the three Home ports, and appears to be increasingly popular with the men. Steps have been taken to improve the standard of cooking on board ship.

Improved Pay of Painter and Plumber Classes.—As the scale in force for these classes was not sufficient to attract recruits of the standard required, and as it compared unfavourably with the rates of pay of other classes of Naval ratings, a new scale was introduced in 1910.

Naval Employment Agency.—The arrangement by which the Navy Employment Agency, in consideration of an annual grant of £1,000 from Naval Funds, undertook to extend its work in finding civil employment for Naval and Marine Reservists has continued to work satisfactorily.

Dockyards and Naval Establishments.—The Admiralty has now in its employ at the Dockyards and other establishments close upon 50,000 men, of whom 8,000, roughly speaking, are established, and 42,000 non-established. As regards workmen in the Dockyards alone, establishment has been re-opened and the number of established men has been fixed at 6,500. The workmen's annual petitions have received sympathetic consideration and considerable concessions have been made year by year. In the financial year 1912-13 the total of these concessions amounted to £41,500, the chief items being an increase of 1s. a week to unskilled labourers, the increase of the minimum wage of skilled

labourers by 1s. a week, and the increase of the maximum weekly wage of skilled labourers by a similar amount.

WORKS.

During 1910 the main works of Simons Bay Dockyard were completed, as also were the Dockyard Extension Works at Gibraltar and the Harbour Works at Dover, with the exception of a few small services.

During 1911 the lengthening of the dock at Haulbowline and the torpedo factory at Greenock were completed.

Satisfactory progress is being made at the naval base at Rosyth, and with the new locks at Portsmouth.

Good progress is being made with the depôt for submarines at Dover.

LEGISLATION.

1911.

Naval Discipline (Dominion Naval Forces) Act.—

Brings the Naval Forces raised by self-governing Dominions under the provisions of the Naval Discipline Act. [Cap. 47.]

AGRICULTURE AND FISHERIES, BOARD OF

President - - { THE RT. HON. EARL CARRINGTON, K.G., G.C.M.G.
[*Marquis of Lincolnshire*] (1905-11.)
THE RT. HON. WALTER RUNCIMAN, M.P. (1911.)

Representative in the House of Commons - { SIR EDWARD STRACHEY, Bart., M.P. (1905-9.)

Parliamentary Secretary { SIR EDWARD STRACHEY, Bart., M.P.
[*Lord Strachie*] (1909-11.)
THE RT. HON. LORD LUCAS (1911.)

Permanent Secretary - { SIR T. H. ELLIOTT, K.C.B. (1892-1913.)
SIR SYDNEY OLIVIER, K.C.M.G. (1913.)

ADMINISTRATION.

Small Holdings.—The Small Holdings and Allotments Act, 1908, continues to add largely to the work of the Board, and the staff of the Land Division was increased and reorganised in 1911. For the purpose of the administration of the Act, England and Wales have been divided into eight separate districts, and each district is in charge of a Small Holdings Commissioner. It is the business of the Commissioners to ascertain the extent to which there is a demand for small holdings in the several counties under their supervision, and to assist the County Councils generally in operating the Act.

In the five years ending 31st December, 1912, since the Small Holdings Act came into operation, 154,978 acres in England and Wales have been acquired or agreed to be acquired for small holdings.* Of this amount of land, 104,533 acres have been purchased for £3,385,262, and 50,444 acres have been leased at a rental of £63,528. The average price of land purchased has been £32 7s. 8d. per acre, and the average rent of land leased £1 5s. 2d. per acre. In addition to those applicants who have been provided with land directly by the County Councils, 2,984 applicants have been provided with 37,000 acres by private landowners direct. In all, the Act has resulted, in five years, in the provision of land for 15,176 applicants.

No fewer than 52 County Councils have acquired over 1,000 acres since the Act came into operation; 35 Councils have acquired over 2,000 acres; 10 over 4,000 acres, and 4 over 6,000 acres. Norfolk has acquired 10,004 acres; Somerset 7,832 acres; Cambridge 6,544 acres, and Devonshire 6,445 acres. The downward tendency of the return of holdings under 50 acres in England and Wales has been arrested, and there is now a marked upward movement.

* See a subsequent paragraph for the latest Small Holdings Returns (to March 1st, 1913).

There is still a very large unsatisfied demand for land for small holdings. Indeed, of some districts it may be said that the demand increases as the original applicants are satisfied. This is particularly noticeable in these counties where the Act has been most actively administered. In 1912, fresh applications for 69,073 acres were received by the County Councils from 4,076 individuals and 13 associations.

The subjoined Table gives the acreage of land acquired or agreed to be acquired under the Act by County Councils for small holdings in each County in England and Wales in the five years up to December 31st, 1912.

Counties.	Area acquired or agreed to be acquired.			Counties.	Area acquired or agreed to be acquired.		
<i>England.</i>	A.	R.	P.	<i>England—contd.</i>	A.	R.	P.
Bedford	3,657	1 12	Stafford ...	...	2,146	1 13
Berks	2,499	1 37	Suffolk, East ...	...	1,166	1 21
Bucks	4,074	2 20	„ West ...	...	1,813	0 20
Cambridge	6,544	0 23	Surrey ...	...	1,319	3 5
Cheshire	4,470	3 20	Sussex, East ...	...	351	0 6
Cornwall	3,110	2 36	„ West ...	...	211	3 7
Cumberland	363	3 38	Warwick ...	...	1,877	2 20
Derby	1,077	0 5	Westmorland ...	...	84	0 9
Devon	6,445	1 22	Wilts ...	...	4,518	2 2
Dorset	1,997	1 39	Worcester ...	...	2,313	0 37
Durham	2,146	3 12	Yorks—			
Essex	2,739	0 21	East Riding ...	...	3,323	1 21
Gloucester	3,182	1 24	North Riding ...	...	1,137	2 35
Hereford	1,558	2 33	West Riding ...	...	1,499	0 23
Hertford	2,408	0 8				
Hunts	3,403	3 28	Total—England ...	130,214	2 21	
Isle of Ely	3,843	3 36				
Isle of Wight	926	0 16				
Isles of Scilly	—					
Kent	1,995	3 33	<i>Wales.</i>			
Lancashire	468	2 14	Anglesey ...	...	945	0 20
Leicester	3,084	2 33	Brecon ...	...	220	3 0
Lincoln—				Cardigan ...	...	3,004	0 0
Holland	5,064	1 22	Carmarthen ...	...	589	1 19
Kesteven	4,564	1 1	Carnarvon... ..	...	2,279	3 39
Lindsey	3,570	1 32	Denbigh ...	...	3,722	1 0
London	—		Flint ..	...	851	1 20
Middlesex...	135	3 14	Glamorgan ...	...	2,581	2 27
Norfolk	10,004	1 33	Merioneth ...	...	2,681	3 4
Northampton	2,701	0 11	Monmouth ...	...	3,111	0 37
Northumberland	2,943	0 0	Montgomery ...	...	2,723	1 36
Notts	1,105	0 13	Pembroke ...	...	1,677	2 26
Oxford	2,962	1 38	Radnor ...	...	374	1 34
Rutland	255	3 37				
Salop	1,984	1 18	Total—Wales ...	24,763	0 22	
Soke of Peterboro'...	...	543	1 8	Total—England ...	130,214	2 21	
Somerset	7,832	2 37				
Southampton	1,785	2 28	Grand Total for } England & Wales }	154,977	3 3	

Dwelling Houses.—The number of dwelling houses provided by County Councils on holdings let or sold during 1912 was 499, as compared with 501 in 1911. In Lincoln (Holland) 52 holdings let in 1912 have houses upon them; in Merioneth 40; in Carnarvon 37; in Devon 28; in Norfolk 27; in Chester 25, and in Pembroke 23. Five hundred and twenty-eight new houses had been erected under the Small Holdings and Allotments Act, 1908, up to 31st December, 1912.

It is officially reported, however, that the majority of the applicants only require land as an adjunct to their other businesses, and, as they are already in occupation in houses in the villages where they reside, it has not been necessary to provide houses on the land acquired for them.

Further details of the foregoing information may be obtained from the Report which will shortly be issued by the Board on the Proceedings under the Act up to the 31st December, 1912.

Latest Small Holdings Returns.—The latest available information shows that on the 1st March, 1913, voluntary schemes had been submitted to the Board by County Councils dealing with the acquisition of 149,821 acres for small holdings, of which 100,421 acres were proposed to be purchased and 49,400 acres leased. In addition, orders had been made for the compulsory acquisition of 15,092 acres, 9,661 acres by purchase, and 5,431 by leasing, making a grand total of 164,913 acres. As the average size of a small holding in England and Wales is 12 acres, this area will provide over 13,700 holdings.

COMPULSORY PROCEEDINGS.

The number of Orders made in 1912 for the compulsory acquisition of land is practically the same as in 1911. In 1908, 8 Orders were made for 1,116 acres; in 1909, 161 Orders for 11,230 acres; in 1910, 107 Orders for 6,940 acres; in 1911, 75 Orders for 5,487 acres; and in 1912, 74 Orders for 5,754 acres. The reduction in the number of Orders made during 1911 and 1912 is, no doubt, due to the large amount of land that was placed on the market during those years.

The number of Orders made since the Act came into operation is 425 for 30,527 acres, of which 158 were for the compulsory purchase of 18,257 acres, and 267 for the compulsory hiring of 12,270 acres. At the end of 1912, 304 Orders for 18,027 acres had been confirmed by the Board; but of these, 75 Orders for 4,075 acres were not proceeded with, either because the Council succeeded in obtaining other land by agreement, or because the price or rent awarded for the land was too high to enable it to be let at rents which the applicants were prepared to pay. The Board declined to confirm 27 Orders for 858 acres, and 132 Orders for 9,810 acres were withdrawn by the Councils and were not submitted for confirmation.

Since the Act came into operation, the largest number of compulsory Orders have come from Norfolk, where the County Council have made 62 hiring and 16 purchase Orders. In Devon there have been 36 hiring and 11 purchase Orders; Carmarthen has made 38 hiring Orders; Wilts, 6 purchase and 27 hiring Orders; and Monmouth, 13 purchase and 2 hiring Orders. The Councils which have not made any use of their compulsory powers are those of Chester, Derby, Isle of Wight, Kent,

the three divisions of Lincolnshire, London, Rutland, Westmorland, and the North Riding of Yorkshire in England, and Anglesey, Montgomery, and Radnor in Wales.

During 1912 the Board refused to confirm 5 compulsory Orders that were submitted to them. In four cases the land scheduled was found to be exempt from compulsory acquisition under Section 41 of the Act; in the other case the Board were of opinion that part of the land scheduled was not very suitable, and that the cost of acquiring the other part would be prohibitive. The Order was, therefore, not confirmed, but the Council have since purchased by agreement an adjoining farm. In a considerable number of other cases, where it appeared that hardship would result to the owner or occupier if the whole of the land scheduled had been taken, the Board made certain modifications in the Orders before confirming them.

In the case of 2 compulsory purchase Orders and 6 compulsory hiring Orders which had been confirmed by the Board in 1912, the County Councils exercised the power of withdrawing the notice to treat after the price or rent had been ascertained.

General Remarks.—The proportion of unsatisfactory small holders under the Act of 1908 is officially estimated at less than one-half per cent. Arrears in rent are very small, considering the unfavourable conditions during the last two years. In Bucks, Cheshire, Lancashire, Kesteven, Monmouth, Rutland, Anglesey, Brecon, Cardigan, Carmarthen, Denbigh, Merioneth and Pembroke there were in 1912 no arrears. From every district the reports as to the state of the cultivation of the small holdings are extremely satisfactory and indicate that in the great majority of cases the condition of the land has improved since its conversion into small holdings.

The proportion of applicants who have expressed a desire to purchase their holdings is just over 2 per cent.

BUILDINGS ON SMALL HOLDINGS: DEPARTMENTAL COMMITTEE OF INQUIRY.

The President has appointed a Departmental Committee:—

(1) To inquire and report as to the nature and character of the buildings which should be provided for use in connection with small agricultural holdings in England and Wales, regard being had:—

(a) To the convenience and requirements of the occupiers;

(b) To considerations of economy, and also the possibility of the reduction of cost by the use of materials and methods of construction different from those ordinarily employed at present;

(c) To the special agricultural and building conditions of the different parts of the country; and

(d) To the various requirements of the Public Health Acts and any orders or regulations made thereunder.

(2) To submit a series of plans and specifications likely to be of assistance to local authorities and landowners for the purpose.

The Committee is constituted as follows:—

Mr. Christopher Turnor (Chairman), Mr. Colin Campbell, Mr. E. J.

Cheney (an Assistant Secretary to the Board of Agriculture and Fisheries), Mr. F. R. Harding-Newman, Mr. Cecil Harmsworth, M.P., Mr. A. Ainsworth Hunt, M.S.A., Mr. H. H. Law, M.Inst.C.E. (Deputy Chief Engineering Inspector of the Local Government Board), Mr. Henry T. Tate, and Mr. Raymond Unwin. Mr. C. W. Sabin, of the Board of Agriculture and Fisheries, acts as Secretary to the Committee.

The Committee is approaching the completion of its labours.

SMALL HOLDINGS: DURATION OF BUILDINGS AND EQUIPMENT.

The President appointed, in February, 1912, a further Departmental Committee to inquire and report as to the probable duration of the various classes and description of buildings and other works required for the equipment and adaptation of land for Small Holdings in the various districts of England and Wales.

The Committee was constituted as follows :—

The Hon. E. G. Strutt (Chairman), Mr. M. T. Baines (Senior Small Holdings Commissioner), Mr. A. Barker, Mr. H. H. Law, M.Inst.C.E. (Deputy Chief Engineering Inspector of the Local Government Board) and Mr. W. H. Ralston. Mr. S. Samson, of the Board of Agriculture and Fisheries, acted as Secretary to the Committee.

The Report of this Committee has been issued (Cd. 6,536, price 2½d.) and contains much valuable information which has been collected by the Committee from all parts of the country.

CO-OPERATION.

The supreme importance of the organisation of co-operation in agriculture, and especially in connection with the Small Holdings movement, has long been recognised by the Board.

With a view to the furtherance of this object, the Agricultural Organisation Society has been reconstituted as a company limited by guarantee under the Companies (Consolidation) Act, 1908, in order that it may be in a position to act as the agent for the administration of the grant from the Development Fund which the Development Commissioners are prepared to recommend the Treasury to make with the object of extending the organisation of co-operative methods in agriculture.

It is provided by the Articles of Association that the Governors of the Society shall be appointed in the first instance by the Board of Agriculture and Fisheries and the Development Commissioners jointly, and that the persons so appointed shall hold office until April, 1914. The first Governing Body has been duly appointed, and consists of the following :—Mr. R. A. Yerburgh, President, the Earl of Shaftesbury, K.P., K.C.V.O., Chairman, Mr. F. D. Acland, M.P., Mr. Charles Bathurst, M.P., Mr. S. Bostock, Mr. W. Fitzherbert Brockholes, Mr. Philip Burt, Mr. E. J. Cheney, Mr. H. C. Fairfax Cholmeley, Mr. J. S. Corbett, Mr. Rupert Ellis, Mr. H. Jones Davies, Mr. Cyprian Knollys, Mr. Clement Smith, the Hon. Edward Strutt, Colonel R. Williams, M.P., Mrs. Roland Wilkins, Sir James Wilson, K.C.S.I.; Lord Strachie and

Mr. Abel H. Smith (nominated by the County Councils Association); Mr. Duncan McInnes and Mr. A. Whitehead (nominated by the Co-operative Union); and Mr. G. L. Pain (nominated by the County Land Agents Association).

The amount of the grant to be made from the Development Fund to the Society is still under consideration, but in the meantime arrangements are being made for an interim grant to enable it to continue its current work up to March 31st, 1913.

After April, 1914, the Governing Body of the Society will be constituted as follows:—

- (a) Eighteen Governors to be elected by the Members of the Society;
- (b) Twelve Governors to be appointed by the Board of Agriculture and Fisheries;
- (c) Two Governors to be appointed by the County Councils Associations;
- (d) Two Governors to be appointed by the Co-operative Union; and
- (e) Two Governors to be co-opted by the Governors.

Agricultural Co-operative Credit Societies and Joint Stock Banks.—The Board of Agriculture and Fisheries have been in communication with the leading Joint Stock Banks which have branches in the rural districts, with regard to the assistance which the Banks can offer, in accordance with ordinary banking principles, to registered Co-operative Credit Societies, consisting mainly of small holders and allotment holders.

The Banks named below are willing that the Manager of any of their country branches should have permission to assist in the formation of such a Society; with liberty to give advice to its officers on matters of bookkeeping; and to take part, when requested, in the audit of the annual return without remuneration. They will also favourably consider the acceptance by their Managers of the post of unpaid Treasurer, provided that it does not involve membership of the Society.

These Banks are prepared to allow to such a Society as good rates as possible for money in their hands.

They will also be prepared to give favourable consideration to applications from such Societies for advances, but will require in each case to be satisfied as to the security for the loan, and although they will require it to be made repayable on demand, they will in general practice be ready to lend for twelve months, and the loan will then be subject to repayment, renewal or reduction. If satisfied that the joint liability of the members of the Society under its rules constitutes an adequate security for a proposed loan, the Bank will require no further guarantee for its repayment. In considering the question of security it should be borne in mind that, under the model rules for a Society registered under the Friendly Societies Act, every member of the Society is, equally with every other member, jointly and severally liable for all debts incurred by the Society.

The rate of interest to be charged on approved advances to such Societies will be a favourable fixed rate, subject to a year's notice of alteration.

It will thus be seen that the Committee of any registered Agricultural Co-operative Credit Society may apply with some confidence to the local Branch Manager of any of these Banks for advice and help in matters of

book keeping, accounts and audit, and that if they wish to obtain an advance from the Bank and are able to satisfy the Manager and Directors that the security for repayment is sufficient, they may expect that their application for a loan will be granted on these favourable terms.

A supplementary list of other Banks which may agree to the above arrangements will be published at a future date.

LIST OF BANKS.

Bank of Liverpool.
 Barclay & Co.
 Beckett & Co.
 Capital and Counties Bank.
 Co-operative Wholesale Societies Bank.
 Farrow's Bank.
 Fox, Fowler & Co., Wellington, Somerset.
 Lincoln & Lindsey Banking Co.
 Lloyds Bank.
 London County and Westminster Bank.
 London and Provincial Bank.
 London and South Western Bank.
 Manchester and Liverpool District Banking Co.
 Metropolitan Bank of England and Wales, Birmingham.
 National Provincial Bank of England.
 Nottingham and Notts Banking Co.
 Parr's Bank.
 Union Bank of Manchester.
 United Counties Bank.
 Union of London and Smiths Bank.
 Williams Deacon's Bank.
 Wilts and Dorset Banking Co.

An explanatory memorandum dealing with the matter has been issued by the Board, and copies may be obtained on application at the Board's offices.

COMPENSATION TO TENANTS.

Under the Small Holdings Act, 1910, compensation is now paid to a sitting tenant who is given notice by a County Council, or by a landlord at the request of the Council, with a view to the use of the land by the Council for the provision of Small Holdings. The Act has regard only to the expense to which a tenant may be put in connection with the sale or removal of his household goods, farming implements, produce of stock. Compensation is paid in the first instance by the local authority, and is reimbursed to the authority by the Board of Agriculture and Fisheries out of the Small Holdings Account. Compensation to the amount of £3,208 14s. 9d. had been paid up to the 31st March, 1912.

ALLOTMENTS.

The latest returns received show that 1,267 acres have been acquired by local authorities for allotments during the year 1911. This land has provided allotments for 4,284 individuals and 3 associations. In

addition, a large number of applicants have been provided with allotments on land acquired before 1911.

The quantity of land purchased in 1911 was 220 acres, and the price paid was £15,716. The quantity leased is 1,047 acres at a rental of £2,626.

The average price of the land purchased is £71 per acre and the average rent of land leased £2 10s. per acre. The average price paid for land purchased is, in the case of Parish Councils, £51 per acre; Urban District Councils, £74 per acre; and Town Councils, £100 per acre. In the case of land leased, the average rent paid by Parish Councils is £1 19s. per acre; Urban District Councils, £2 18s. per acre; and Town Councils £3 15s. 6d. per acre.

In rural parishes it is usually possible to obtain allotments direct from private landowners, and there is, therefore, no need for the intervention of the Local Allotment Authority, but in large towns this is less often the case, and it is satisfactory, therefore, to notice that out of the 75 County Boroughs in England and Wales, allotments have been provided by the Town Councils in 44 of them.

The returns received show an unsatisfied demand from 11,521 individual applicants and 10 associations, and that the quantity of land required to satisfy them is 4,047 acres.

A full Report for 1911 of the proceedings under the Small Holdings and Allotments Act, 1908, as far as allotments are concerned, has been issued as a separate publication, "Allotments and Miscellaneous," price 3d. (Cd. 6,173.)

Statement of the Area of Land let as Allotments by the Local Authorities in England and Wales on the 31st December, 1911.

Local Authority.	Area of land let for Allotments on 31st December, 1911.									Number of Tenants holding Allotments.
	Purchased.			Hired.			Total.			
	A.	R.	P.	A.	R.	P.	A.	R.	P.	
London County Council	83	0	3	46	0	14	129	0	17	1,270
Town Councils	2,439	1	13	2,318	0	7	4,757	1	20	35,747 and 15 Associations
Urban District Councils	948	1	16	3,210	3	15	4,159	0	31	25,543 and 4 Associations
Parish Councils	3,222	0	14	17,336	1	31	20,558	2	5	46,631 and 3 Associations
Totals ...	6,692	3	6	22,911	1	27	29,604	0	33	109,191 and 22 Associations

TENANT FARMERS AND CHANGES IN THE OWNERSHIP OF THEIR HOLDINGS.

A Departmental Committee was appointed by Lord Carrington in March, 1911, to inquire into the position of tenant farmers in England

and Wales on the occasion of any change in the ownership of their holdings whether by reason of the death of the landlord, the sale of the land or otherwise, and to consider whether any legislation on the subject is desirable. Lord Haversham was the chairman of the Committee. The Committee have issued a Report (Cd. 6,030, price 4½*d.*) and the Minutes of Evidence, &c., have been separately published (Cd. 6,031, price 2*s.*).

The Committee have, subject to reservations in individual cases, made a number of important recommendations, and a Government Bill was introduced during 1912 in the House of Lords embodying certain of these recommendations, but time did not permit of it being passed through the House of Commons.

AGRICULTURAL EDUCATION AND RESEARCH.

During 1910–11–12 various grants from the Development Fund were placed at the disposal of the Board, and with their aid the Board have been able to initiate a scheme for the promotion of Agricultural Education and Research of a comprehensive character which will provide technical instruction in agricultural subjects for all classes of the agricultural population from the agricultural labourer and small holder upwards.

In the first place, a grant not exceeding £325,000 for the period ending 31st March, 1916, has been made for the promotion and development of the system of Agricultural Education at present carried on by Local Education Authorities. The grant will be distributed both in the form of annual contributions towards the cost of new and additional work connected with Agricultural Education and of contributions towards the cost of providing buildings for Farm Schools or Institutes. A Farm School or Institute, it may be mentioned, is intended to provide short courses of from 6 to 20 weeks in agriculture, horticulture, dairying, poultry-keeping, &c., for the sons and daughters of farmers. The grant is not, however, confined to these Farm Schools, but will be equally available for peripatetic lectures and local demonstrations in agriculture and horticulture and for the miscellaneous work and advice provided through the County Agricultural Staff. In this way the grant will stimulate the provision of instruction not only for the younger generation of farmers who are able to spare the time to go to winter or summer courses of two, three or four months, but also will help to provide instruction by means of evening lectures or day courses for small holders and agricultural labourers and their sons who cannot spare the time to attend the longer course.

More advanced courses than any included above are provided by the Agricultural Colleges, who have for many years been aided by the Board, but in addition to formal instruction in the class-room, the work of the Colleges, in common with that of the Local Education Authorities, includes the provision of advice for practical farmers on agricultural subjects. It has, however, often been found that the questions on which farmers required advice were matters which required special knowledge and special research, which it was beyond the power of the County Staff or the resources of the College to supply. A grant has, therefore, been provided by the Development Commission to the Board of £12,000 per annum for the purpose of providing expert advisers, to be attached to the

staffs of certain Agricultural Colleges. These advisers will devote themselves to the solution of local problems in a group of counties round the College.

In order to provide a connecting link between the peripatetic and farm institute work of the counties on the one hand, and the teaching and advisory work of the Agricultural Colleges on the other, the Board have approached the Local Education Authorities and proposed the appointment of Advisory Councils for certain groups of counties. These Councils will be asked to take a comprehensive view of the needs of the area in regard to agricultural education, and to advise the Agricultural Education Committees of the County Councils and the Board thereon, and generally to encourage co-operation between the work of the counties and the Colleges.

A further and still more important step in the advancement of Agriculture has been taken by the establishment of definite Institutes, frequently attached to Universities, devoted solely to research in agricultural subjects. A grant of some £30,000 per annum has been allocated for this purpose. The subjects and institutions selected are as follows:—

Plant Physiology	...	...	Imperial College of Science.
Plant Pathology	...	...	Royal Botanic Gardens, Kew.
Plant Breeding	...	...	Cambridge University.
Do.	...	...	John Innes Institution.
Fruit Growing, including the practical treatment of plant diseases	...	...	Bristol University, in conjunction with the National Fruit and Cider Institute.
Plant Nutrition and Soil Problems	...	...
Animal Nutrition	...	...	Rothamsted Experimental Station.
Animal Pathology	...	...	Cambridge University.
Do.	...	...	Royal Veterinary College.
Dairying	...	...	Board's Laboratory, Alperton.
Agricultural Zoology, with special reference to Economic Entomology	...	...	University College, Reading.
Agricultural Zoology, with special reference to Helminthology	...	...	Manchester University.
Economics of Agriculture	...	...
	...	...	Birmingham University.
	...	...	Oxford University.

It is hoped that through the medium of these Institutes, Agricultural problems will receive the attention of men whose scientific attainments are of the first order, and that by means of the Expert advisers attached to the Agricultural Colleges it may be possible to bring the results to the notice of farmers throughout the country.

A smaller grant of £3,000 per annum is available for the purpose of Research into special subjects which for one reason or another cannot be conveniently investigated at the Research Institutions mentioned above, and arrangements have been made for awarding 12 Research Scholarships annually, tenable for 3 years, in order to secure the services of a number of carefully trained men for work in connection with the Research or Advisory Scheme.

Assistance is also being given from the Development Fund towards the capital cost of buildings for the Research Institutions and for the Agricultural Colleges.

HORTICULTURE BRANCH.

Mr. Runciman announced at the luncheon given in connection with the opening of the International Horticultural Exhibition at Chelsea on May 22nd, 1912, the establishment of a new Department under the Board, to be called the Horticulture Branch.

The duties of this Branch will include the increase and dissemination of horticultural knowledge, especially in regard to (*a*) the right kinds of varieties to plant; (*b*) the character of the soil and the effect of manuring; (*c*) the pruning and the general treatment of fruit trees; (*d*) diseases and insect pests and the methods of combating them; and (*e*) the habits and life of birds.

The Horticulture Branch will also concern itself with the administration of the law relating to Destructive Insects and Pests, and the improvement of methods of packing and marketing and the development of the English Export trade.

The Staff will include an Entomologist and an Inspector with special knowledge of horticultural conditions, so that information can be given on all questions relating to the industry.

Destructive Insects and Pests.—Owing to the measures taken by the Board, American gooseberry mildew has been kept under control to a great extent, and the actual losses experienced by growers are much less than was at one time anticipated.

Experiments have been conducted with a view to discovering preventive or remedial measures for checking wart disease (black scab) in potatoes. As a result of these experiments several varieties of potatoes which are immune to the disease have been discovered, and an Order of the Board has now been issued authorising the enforcement of regulations prescribing the use of all these potatoes and other measures for the suppression of this disease.

An Order, called the Destructive Insects and Pest Order of 1910, has also been issued. It is designed to prevent the introduction into England of foreign pests and to give the Board power to deal with such pests existing in England that foreign countries wish to prevent being introduced with English nursery stock or other agricultural stock exported to them. The Board inspects the nursery grounds of persons trading abroad and issues certificates which it is believed are sufficient in all cases to ensure the admission of the plants, &c., to foreign countries.

Isle of Wight Bee Disease.—This is a disease of bees that was first noticed in the Isle of Wight some years ago. It has since spread over a large part of Great Britain. A scientific inquiry into the nature, history and symptoms of this disease has been conducted on behalf of the Board by Messrs. G. S. Graham-Smith, M.D., H. B. Fantham, D.Sc., G. W. Bullamore, W. Malden, M.D., and Miss Annie Porter, D.Sc., F.L.S. Most of the work has been carried on at the Pathological Laboratory, Cambridge.

A full report of these investigations has been issued as a Supplement (price 1s. post free) to the Board's "Journal" for May, 1912. No undoubted example of a permanent cure is recorded, but various recommendations are made by the Committee of Inquiry. These recommendations include:—"The provision of an easily accessible

supply of fresh water, which should be changed daily ; the collection and burning of bees dying with suspicious symptoms ; digging and disinfection of the ground round the hives ; disinfection of old hives ; destruction of diseased stocks ; removal of healthy hives to a fresh site, if possible ; re-stocking after an attack, when this is necessary, with bees from an infected area, since such bees, if they have survived an attack, may be to some extent immune, though some months should elapse between the death of the last stock and the importation of fresh bees ; in non-infected districts driven bees or stocks should not be imported from infected areas ; and the possible building up of apiaries from stocks which show well-marked resistance to the disease in infected apiaries or from stocks known to be partially immune."

A Bill dealing with the diseases of bees was introduced in the House of Commons in 1912, but, owing to pressure of time, failed to pass. It will be reintroduced early in the Session of 1913, and will give the Board the necessary powers for continuing the investigations, and applying any remedies that may be discovered.

Cultivation of Sugar Beet.—The Board made arrangements in 1911 for a series of experiments in the cultivation of sugar beet to be carried out at seven centres in England, and a valuable and interesting Report of these proceedings has been issued, price 5*d.* (Cd. 6,162.) The main objects in view were to obtain precise information as to the best methods of preparing the land, of sowing the seed, and of manuring, and to ascertain the approximate cost of producing beet ready for delivery to a sugar factory. The experiments were conducted under the superintendence of Members of the Staffs of the following Agricultural Colleges and Schools:—

The South-Eastern Agricultural College, Wye.

The Midland Agricultural College, Kingston, Derby.

The Harper-Adams Agricultural College, Newport, Salop.

The Royal Agricultural College, Cirencester.

The Essex County Technical Laboratories, Chelmsford.

The Seale-Hayne Agricultural College, Newton Abbot.

The Agricultural Institute, Ridgmont, Bedfordshire.

The Report concludes with the following observations:—

"In considering these Reports it should be borne in mind that in no case did the crops receive more attention than would be given to growing mangolds or swedes by a farmer of ordinary skill. Possibly the scale of manuring was somewhat heavier than would be found in ordinary practice, but it is worthy of notice that at some of the stations the plots which received no artificial manure gave yields not far short of those more liberally treated. Again, in no case was sub-soiling carried out, a practice which, on the Continent, is regarded as indispensable. It is, therefore, significant to learn that the average yield of sugar beet in Prussia last year did not exceed 6 tons per acre, a figure only slightly in excess of the yields obtained at the Seale-Hayne or Essex stations, which have been characterised as failures, in view of the better results obtained at the other stations.

"These experiments were not designed, nor expected, to answer conclusively the question whether sugar beet can be profitably substituted for other descriptions of root crops. The price which a sugar

factory would be able to pay the farmer for his beet cannot be predicted with confidence, while on the other hand it is equally uncertain what amount will offer a sufficient inducement to the farmer to abandon his customary root-crop in favour of sugar beet. This amount depends on conditions which vary from one locality to another. There is no question that beet with a high sugar content can be grown in this country and give yields equalling, if not exceeding, those obtained on the Continent, and the information given in this report shows that farmers who wish to form their own opinion on the comparative merits of beet and other root crops may, without difficulty and at little cost, grow the crop for themselves."

ANIMAL DISEASES.

Foot and Mouth Disease.—In 1911 there were 19 outbreaks of this disease in Great Britain. The counties affected were Surrey (Chobham), Middlesex (Hounslow), East Sussex (Udlimore), Derby (West Hallam) and Somerset (Middlezoy and Martock). The last case—that at Martock—was reported on the 6th December, 1911. It did not spread, and restrictions were withdrawn on the 8th January, 1912.

The disease again appeared in Great Britain on the 23rd June, 1912, an outbreak occurring at Penrith, Cumberland. On June 27th, lesions of foot and mouth disease were found in parts of carcasses in the abattoirs at Liverpool. Investigations showed that the affected animals had formed part of a number of cattle brought from Ireland and exposed in Stanley Market, Liverpool, on June 24th, and that they were affected with disease at the time. Other outbreaks in the neighbourhood left no doubt that disease had come from Ireland, and accordingly, on June 28th, an Order was passed prohibiting the landing in Great Britain of animals from that country. Subsequently, on 1st July, the disease was actually found in Ireland at Swords, near Dublin. Some 60,000 animals that had been landed in Great Britain from Ireland during the 10 days previously to the passing of the Order were traced by the inspectors of the Board and of the local authorities, and those not slaughtered were kept under observation. Other animals from Ireland exposed at Stanley Market on June 24th had subsequently been sent to Salford and Wakefield Markets, and carried the disease into those areas. Further outbreaks also occurred among Irish cattle near Carlisle, and spread thence into Northumberland. Altogether 83 outbreaks in 16 counties were confirmed in Great Britain during 1912, the last outbreak being confirmed on the 1st December, 1912. The country is now (10th March, 1913) entirely free from the disease.

Departmental Committee.—On November 17th, 1911, Mr. Runciman appointed a Departmental Committee "to inquire into the circumstances of the recent outbreaks of foot and mouth disease and to consider whether any further measures can be adopted to prevent their recurrence." The Committee have issued a Report (Cd. 6,222) dated May 22nd, 1912. The Committee was constituted as follows:—The Right Hon. Sir Ailwyn Fellowes, K.C.V.O. (Chairman), Sir C. D. Rose, Bart., M.P., Sir Harry C. W. Verney, Bart., M.P., Sir J. Bowen Bowen-Jones, Bart., Chas. Bathurst, Esq., M.P., William Field, Esq.,

M.P., John Hinds, Esq., M.P., G. R. Lane-Fox, Esq., M.P., Richardson Carr, Esq., Major E. M. Duncu, E. E. Morrison, Esq., and E. M. Nunneley, Esq. Mr. W. H. F. Landon, of the Board of Agriculture and Fisheries, acted as Secretary to the Committee.

The Committee's Report traces the existence of the disease in Great Britain back to the year 1839 (page 5). The Report summarises the symptoms of the disease (page 6), and while welcoming the appointment by the Board of a Scientific Committee to study the disease in India, and expressing the opinion that a liberal grant from the Treasury for this purpose should be asked for, the Report deprecates strongly the suggested establishment of a home experimental station for the study of the disease. The Committee, however, suggest that mutual benefit might result from the establishment elsewhere of an international experimental station (page 7).

The Committee, having had evidence before them that the immunisation of animals against foot and mouth disease by artificial means has been successfully carried out, report that it is well worthy of consideration whether animals over a considerable area round an outbreak might not with advantage be immunised by the injection of a preventive serum, provided that the process does not involve developing in them even a mild attack of the disease (page 7).

The Committee state that none of the witnesses has been able to satisfy the Committee as to the origin of the outbreaks, except in the Edinburgh case of 1908, which was attributed to foreign hay. They consider that the foreign imports that are most open to suspicion as possible carriers of infection are :—

- (a) Hay and straw.
- (b) Milk and milk products.
- (c) Hides and skins, heads and feet, carcases of calves in skins, vaccine seed lymph.
- (d) Hoofs, horns, bones, and other animal offals.
- (e) Persons and their clothing.

The Committee make certain recommendations in regard to these different items of foreign import. An important recommendation of the Committee is that experiments should be made in the matter of disinfecting hides, skins, &c., &c., at certain selected ports (pages 8, 9, 10).

The Committee think it imperative that local authorities charged with the administration of the Diseases of Animals Acts should employ whole-time veterinary officers with special qualifications in veterinary science and practice. They recommend that the appointment and dismissal of such officers should be subject to the sanction of the Board and that their salaries should be paid as to, say, three-fourths by the Board (page 11).

The Committee recommend the issue every five or seven years to all veterinary surgeons and stockowners of a circular describing shortly the symptoms of the disease. Further, that an obligation to report immediately symptoms of the disease should be imposed on all knackers and slaughterers. There are other recommendations of a general character (pages 11 and 12), and the Committee make certain suggestions in regard to anthrax (page 9).

The Report concludes:—

“ The Committee would also like to place on record their approval

of the procedure adopted by the Board of Agriculture and Fisheries in dealing with outbreaks of the disease, and consider that the freedom of this country in recent years from widespread epidemics is due to the regulations so admirably carried out by the officers of the Board and those of the local authorities.

“A great deal of evidence went to prove the good feeling that exists between the officials of local authorities and of the Board. They have worked harmoniously together and with the agriculturists concerned, and although there may be instances of hardship, it is recognised that this must be unavoidable if such a disease is to be kept in check.

“The Committee think that every encouragement should be given to the Board to continue a policy which has proved so successful.”

Committee of Inquiry to visit India.—The President has appointed a Special Committee of Inquiry to make further investigations in India as to the characteristics of foot and mouth disease, and the manner in which it is contracted and spread. The Committee consists of Professor Sir John McFadyean, Professor A. E. Mettam, and Sir Stewart Stockman, the Board's Chief Veterinary Officer, with Mr. W. G. Wragg, one of the Board's Veterinary Inspectors, as Secretary.

Animal Diseases on the Continent.—The well recognised efficiency of the Board's methods in dealing with the diseases of animals has been fully maintained during the past year. In regard to foot and mouth disease especially, it is instructive to contrast the figures for Great Britain (83 cases with 645 animals attacked) for the year 1912 with those of the more important European countries.

FOOT AND MOUTH DISEASE.

Statement showing the number of outbreaks of, or number of animals affected with, Foot and Mouth Disease in certain countries of Europe in 1912, according to the figures in the possession of the Board.

Country.	No. of Outbreaks.	No. of Animals affected.	Date of last return in the possession of the Board.
Holland - -	299	—	November 30th, 1912
Belgium - -	323	6,176	November 30th, 1912
France - -	20,820	—	December 21st, 1912
Spain - -	—	553,670*	October 31st, 1912
Italy - -	6,963	203,255	December 8th, 1912
Russia - -	—	58,207	August 31st, 1912
Sweden - -	12	1,196	November 30th, 1912
Denmark - -	785	—	November 30th, 1912
Servia - -	—	125	September 21st, 1912
Montenegro - -	151†	669	July 1st, 1912
Switzerland - -	1,129	—	December 22nd, 1912

* The figures for the month of April are not available and the total number is, therefore, estimated.

† The figures for one fortnight are not available and the total numbers are, therefore, estimated.

Austria.—It is not possible from the information supplied to the Board to give a total figure for the year, either of the number of outbreaks or number of animals affected. There has been a great fluctuation in the number of outbreaks from week to week, the highest total being recorded for the week ended 3rd January, 1912, when 24,208 höfe (places) were stated to be infected.

Germany.—The above remarks with regard to available information and the fluctuation in the number of outbreaks apply also in this case. The highest total of outbreaks was recorded for the fortnight ended the 15th January, 1912, when 7,881 gehöfte (places) were stated to be infected.

Glanders or Farcy.—Satisfactory progress has been made towards the extirpation of glanders from Great Britain. The number of outbreaks has been reduced from 854 in 1907, when a new Order dealing with the disease was issued by the Board, to 209 in 1911, and to 151 for the period ended 31st October, 1912.

Additional powers have been given to the Local Authorities concerned for dealing with outbreaks of this disease in the Metropolitan area, where such outbreaks chiefly occur.

Swine Fever.—In April, 1910, Lord Carrington appointed a Departmental Committee (under the Chairmanship of Mr. G. L. Courthope, M.P.) to inquire into the continued prevalence of swine fever in Great Britain, and to report whether it was practicable to adopt any further measures with a view to its speedy eradication. This Committee issued in May, 1911, an Interim Report (Cd. 5,671) and Evidence (Cd. 5,680). The Committee stated that many criticisms had been offered as to different aspects of the present administration, and various suggestions had been made by witnesses, but both criticisms and suggestions have been of a conflicting and contradictory nature. No case has been made out for any radical change in the administrative machinery now employed by the Board.

The Committee were satisfied that—

(1) The administrative control must remain, as now, in the hands of the central authority, *i.e.*, the Board of Agriculture and Fisheries.

(2) Restriction on movement, including movement from markets, must continue to form an essential part of any measures adopted to extirpate swine fever.

(3) The policy of “slaughtering out” in the case of all outbreaks now in force in Scotland and Wales, should be applied to the country generally as soon as practicable.

(4) The present scale of compensation should be maintained.

(5) In the general interest of the industry, the size of infected areas should be kept as small as possible, due regard being had to the object in view.

The Committee made various recommendations, including one that all carts in which swine are conveyed to markets, sales or fairs should be disinfected by the local authority before leaving the market, sale or fair. To give effect to this and other recommendations of the Committee, Orders were in due course issued by the Board. These Orders have not been well received in some districts, and have from time to time been modified by

the Board with a view to relieving local authorities of some of the difficulties in carrying them out. Strict regard has necessarily been had, however, to the important recommendations of the Committee, and to the dangerous character of the disease.

Investigations are now being carried out at the Board's Laboratory on behalf of the Committee.

Anthrax.—The new Order which came into operation on January 1st, 1911, is working very satisfactorily. Under this Order the final diagnosis in all cases of suspected anthrax rests with the Board instead of with the local authority.

With the exception of slight decreases in the years 1905 and 1906, a marked increase in the number of outbreaks of anthrax in Great Britain had occurred since 1899, until in 1910 the number of outbreaks confirmed by veterinary inspectors of local authorities had risen to 1,496. Investigations made by the Board's veterinary officers had, however, led them to believe that in many cases the diagnosis had been incorrect. The new Order was, therefore, passed to secure the more accurate diagnosis of the disease, and in 1911, the first year of its operation, the number of confirmed outbreaks decreased to 908, the lowest number recorded since 1903. In the year 1912, up to the 31st October, the number of confirmed outbreaks was 647 only.

Leaflets and notices cautioning and advising stock owners in regard to suspected cases of anthrax have been freely distributed by the Board throughout Great Britain.

The Departmental Committee on Foot and Mouth Disease [Report Cd. 6,222] has made certain recommendations in regard to anthrax.

Epizootic Abortion.—The administrative measures suggested by the Departmental Committee of 1905 for preventing the spread of this disease did not on publication prove to be generally acceptable to agriculturists. But the Board, during the year 1911, at the request of the County Council of Devonshire, made an Order applicable to that county containing provisions of the nature suggested by the Committee. If this Order is found to be beneficial to stock owners in Devonshire, it is possible that similar measures may be adopted in other districts.

Sheep Scab.—The Board continues its determined efforts to extirpate sheep scab. As a result of the Board's operations, there has been a very substantial reduction in the prevalence of the disease, and there is every reason to hope for its complete eradication in the course of a comparatively few years. The number of outbreaks in 1912, up to the 31st October, was 213.

Parasitic Mange of Horses, Asses and Mules.—Previous to the year 1911 parasitic mange was not one of the diseases scheduled under the Diseases of Animals Acts for administrative action. At the request of various local authorities, however, local Orders empowering them to deal with the disease in their districts have from time to time been made by the Board. In November, 1911, the Board considered that, in view of the prevalence of the disease, the time had arrived for securing uniformity throughout Great Britain. A general Order, which came into operation on the 1st January, 1912, requires

compulsory notification of suspected disease, and provides for veterinary inquiry by the local authority into all suspected cases.

Veterinary Laboratory.—At this laboratory the veterinary officers of the Board are constantly investigating cases regarding the more important diseases of stock, such as swine fever, anthrax, sheep scab, glanders, red water, &c. Arrangements have also been made at the laboratory for the immunisation against certain tropical diseases of cattle intended for exportation into various Colonies.

Investigations in respect to Johne's Disease are being carried out at the Royal Veterinary College, London, the expenses being defrayed by a grant from the Development Commission.

Bovine Tuberculosis.—It having come to the knowledge of the Board that certain stock breeders have been privately carrying out independent investigations and experiments with a view to the elimination of tuberculous cattle from their herds, the Board have issued a circular letter to Chambers of Agriculture, Agricultural Societies and Clubs, Breeders' Societies and other similar bodies, inviting them to put the Board in touch with the stockbreeders who are conducting such inquiries. The Board hope that it may be possible, by means of the data thus obtained over a wide field of observation, to draw conclusions of much importance to the agricultural community.

Control of Dogs.—Under the Dogs Act, 1906, the wearing of collars by dogs, with certain exceptions, is now required throughout the whole of Great Britain, either by regulation of the local authority or by Order of the Board. Regulations as to the control of dogs at night-time, with the object of preventing sheep-worrying, were in operation in the districts of 71 local authorities at the end of October, 1912.

The Trade in Decrepit Horses.—The trade in decrepit horses from the United Kingdom to the Continent is a large one, the principal countries of consignment being Belgium and Holland, where the animals are slaughtered for the purposes of food. In consequence of complaints in Parliament and the Press as to the ill usage to which animals so consigned were frequently subjected, an Act entitled the Diseases of Animals Act, 1910, was passed in that year with a view to the proper control of the traffic. The Board are entrusted with the administration of this Act.

The Act makes it unlawful to ship any horse, ass or mule from Great Britain to any port outside the British Islands unless, immediately before shipment, the animal has been examined by a veterinary inspector of the Board and has been certified by him to be capable of being conveyed to such port and disembarked without cruelty. The Board's veterinary officers also inspect vessels engaged in this trade, in order to ensure that the Board's requirements as to fittings, &c., are complied with.

Between the first date of the operation of the Act (1st October, 1910) and the 31st October, 1912, no fewer than 132,823 horses, &c., have been examined by the Board's veterinary officers at the ports of embarkation. Of these, 2,231 were rejected as unfit for shipment, and of this number, 591 were slaughtered by the Board's veterinary inspectors under the powers conferred by Section 1 (2) of the Act.

Employment of Veterinary Officers.—The President appointed in August, 1912, a Departmental Committee to inquire into the requirements of the public services with regard to the employment of officers possessing veterinary qualifications, and to consider whether any further measures can with advantage be adopted for the selection and training of students with a view to such employment.

The Committee was constituted as follows :—Sir Alfred Hopkinson, K.C. (Chairman), Sir Thomas H. Elliott, K.C.B., Sir Thomas W. Holderness, K.C.S.L., Mr. H. J. Read, C.M.G., and Major G. F. MacMunn, D.S.O.

Mr. H. L. French, of the Board of Agriculture and Fisheries, acted as Secretary.

The Committee have issued their Report (Cd. 6,575, price 2*d.*), in which they recommend the institution by the State of 12 scholarships each year, tenable at a veterinary college for three years, with a view to encourage men who have received a good scientific education to enter the veterinary profession. The Committee also recommend that scholarships of an annual value of between £100 and £150 should be offered to enable qualified veterinary surgeons to undertake advanced study and laboratory work at suitable institutions, and that increased State aid should be given to institutions devoted to veterinary education.

HORSE BREEDING.

Prior to 1911 the only assistance given by the Government to encourage and promote horse breeding in Great Britain was an annual grant of £5,000 to the Royal Commission on Horse Breeding. In the Reports of the Royal Commission reference was made from time to time to the inadequacy of the funds placed at their disposal. In 1911 a grant of £40,000 (which was renewed in 1912) was made out of the Development Fund to the Board of Agriculture and Fisheries for the purpose of assisting and encouraging the light horse breeding industry, and at the same time arrangements were made for the transfer to the Board of the functions of the Royal Commission, together with the funds (£5,000 per annum) then at the disposal of the Commission. The Board have continued the policy of the Commission in awarding Premiums to thoroughbred stallions, increasing the number from 28 to 50. Ten Super-Premiums (carrying additional awards of £100) are offered to stallions of exceptional merit. In 1912, 25 additional "Half-Premiums," known as "Board's Premiums," have also been awarded.

With the increased funds at their disposal the Board have been able to take steps in other directions for reviving the interest in light horse breeding; they have made arrangements for the annual purchase by County Committees of some 200 half-bred mares of substance and quality, suitable for breeding, when properly mated, progeny of the weight-carrying hunter type; in addition to providing good stallions at a low fee, they have issued through the County Committee about 1,000 nominations for free service by the premium stallions, and they are doing all they can to eliminate the unsound stallion by examining and giving

a Government certificate of soundness to stallions which are found on examination to be sound and suitable for breeding purposes. This latter part of the Board's operations has met with cordial approval, and when it is better known and more advantage taken of it, good results should ensue. Last year only 312 stallions were registered by the Board; this year the number has risen to 715.

IMPROVEMENT OF OTHER LIVE STOCK.

On the application of the Board the Development Commissioners have agreed to recommend the Treasury to make a grant for the purposes of a scheme for the improvement of live stock other than light horses. In each of the 12 new "provinces" which are to be established in connection with agricultural education it is proposed to appoint a skilled live stock expert who will organise and supervise the scheme in detail. The Commissioners have also recommended the grant of funds to enable the Board to enlist the services of an experienced adviser of the highest class in this respect in the office.

It is further proposed to provide premiums for heavy horse breeding, but the exact number is not yet determined. These will be given to associations already existing in the country and others will be formed where possible. The amount of the grant will approximate to £80 per sire.

The details of a scheme providing for assistance in securing for the agriculturists of the country the services of good class bulls and boars are being discussed by the Board with the Development Commissioners, and it is hoped that a decision will be arrived at in regard to this at an early date.

The Board have also submitted proposals, which the Development Commissioners have approved, for the assistance of clubs formed for the purpose of keeping milk records. These clubs will be of two kinds, those adopting the Dairy Shorthorn system, when the members themselves record the milk yield, and in which case testers would be appointed to pay surprise visits to check the records, and those run on the lines of the Ayrshire system, where the members contribute towards the cost of having their milk records kept for them periodically.

The grants will be made for two years certain, and during that time will be limited to one half of the expenditure incurred by the club up to a maximum grant of £50.

Export of Live Stock.—Certificates under the seal of the Board are issued to accompany animals exported from the United Kingdom to certain foreign countries where the regulations require British live stock to be accompanied by the Board's Certificate as regards freedom from certain diseases in the districts whence the animals proceed. Certificates of this nature were issued for about 2,650 animals in 1910, about 2,300 in 1911, and 2,209 during the first ten months of 1912. The figures for 1911 and 1912 were doubtless considerably reduced owing to the prohibited importation of stock (except horses) through the existence of foot and mouth disease in this country.

Information is supplied to inquirers as to the regulations in other countries which do not require certificates under the seal of the Board,

but which provide various other safeguards, *e.g.*, veterinary certificates and certificates from local officials.

Alterations in the colonial and foreign regulations are collected, and, when necessary, communicated to interested parties.

FISHERIES DIVISION.

Sea Fisheries.—Until recently the funds at the disposal of the Board for the development and improvement of Sea Fisheries have been wholly insufficient for this most important purpose. Interim advances to the amount of £7,140 have now been secured from the Development Commissioners, and a thoroughly comprehensive scheme of research is under consideration by Mr. Runciman and the Board. Of these advances grants to the amount of £2,340 have been allocated to various local bodies, £600 has been assigned for experiments in lobster culture, and £4,200 will be expended in the hire and maintenance of a fishery research steamer.

The Board exercise a general supervision over the sea fisheries of England and Wales. The administration of the local regulations affecting these fisheries is in the hands of 11 local fisheries committees and of 40 local authorities having the powers of such committees mainly in estuarial waters. A meeting of representatives of these bodies is summoned annually with a view to the discussion of matters of local and national importance arising in connection with the administration of the Sea Fisheries Regulation Acts. A Report of the Proceedings of the Board is published in the form of a Blue Book (Report for 1912, Cd. 6,334). The Committees are constituted and their bye-laws are subject to confirmation by the Board.

Fishery Statistics.—In addition to the collection of statistics with regard to the quantity and value of fish landed at the various fishing stations in England and Wales, the Board are actively engaged in the collection of statistics relating to the distribution and size of sea fish, the variations in their abundance and their place of capture. Samples of certain kinds of fish are also weighed and measured by officers of the Board at several East Coast ports.

The main objects of these statistics is to determine the variations in the abundance and distribution of food fish and the effect of different methods of capture, with a view to determining whether the stock is decreasing, and to form a basis for estimating the effect of possible protective measures as well as of determining what protective measures are required and where.

Problems affecting the plaice fisheries were first dealt with and four Reports have been published on the subject (Plaice Fisheries of the North Sea); a fifth is in preparation. Three of the published Reports deal with the size and weight of the fish, and the fourth with their age and sex.

Haddock was the second species of fish to be dealt with, and a Report will shortly be published. Similar investigations with regard to the Cod are in progress. A strong Committee is being appointed to advise the Board on scientific investigations of problems affecting the fisheries.

Inshore Fisheries.—The problems connected with the improvement and development of these fisheries are receiving careful attention. The Board have under consideration the best means of maintaining and developing these fisheries along economic lines. A small Commission has made inquiries in Devon and Cornwall, and the President of the Board has appointed a Departmental Committee to inquire into the present condition of the Inshore Fisheries and to advise the Board as to the steps which could with advantage be taken for their preservation and development. The Committee is composed of the following:—Sir E. Stafford Howard, K.C.B. (Chairman), the Hon. T. H. W. Pelham, C.B., Sir K. S. Anderson, K.C.M.G., Sir N. W. Helme, M.P., Sir Sam Fay, Mr. C. Harmsworth, M.P., Mr. N. Craig, K.C., M.P., Mr. W. Brace, M.P., Mr. J. Beaumont Pease, Mr. S. Bostock, Mr. C. Hellyer, Mr. D. H. Lane, J.P., and Mr. Stephen Reynolds.

Mr. A. T. A. Dobson, of the Board of Agriculture and Fisheries, will act as Secretary to the Committee.

Problems affecting Fisheries.—The President of the Board has also appointed an Advisory Committee to advise the Board on questions relating to the elucidation through scientific research of problems affecting fisheries. The Committee is composed of the following:—Mr. H. G. Maurice, Mr. F. G. Ogilvie, C.B., Commander M. W. C. Hepworth, C.B., Prof. G. C. Bourne, F.R.S., Prof. J. S. Gardiner, F.R.S., Prof. A. Dendy, F.R.S., Prof. W. A. Herdman, F.R.S., Prof. A. Meek, Dr. A. E. Shipley, F.R.S., Dr. E. W. MacBride, F.R.S., Dr. W. Evans Hoyle, Dr. S. F. Harmer, F.R.S., Dr. G. H. Fowler, Dr. E. J. Allen and Dr. E. H. J. Schuster.

Mr. H. G. Maurice, the Assistant Secretary of the Fisheries Division of the Board of Agriculture and Fisheries, will act as Chairman of the Committee, and Mr. A. T. A. Dobson, of the Board of Agriculture and Fisheries, as Secretary.

International Investigations.—Since 1910 the Board have had the control of the English share of the work of the International Council for the Exploration of the Sea. A considerable staff of Naturalists for dealing with the various problems is attached to the Fisheries Division, and a steamer has been chartered for research purposes.

The primary object of these investigations and of the Board's work in connection therewith is to obtain facts upon which to base international agreements for the preservation of the fisheries, but they are concerned generally to acquire knowledge, both of the physical condition of the sea and of marine life, which may be the means of assisting and developing the fishing industry.

Trawling.—The complaints of the injury to the stock of fish, alleged to be caused by the practice of trawling for herring, are being carefully investigated.

These complaints have arisen chiefly in connection with the modern practice of trawling for herring. In order to obtain reliable information as to the effect of this practice, the Board have sent a scientific officer to watch the hauls taken on commercial trawlers; they have conducted investigations by means of their research steamer, and they have brought the matter to the attention of the International Council for the

Exploration of the Sea, who are also undertaking investigations of a similar character.

In 1909 a system of inspecting trawl gear was instituted with a view to minimising the risk of damage to submarine cables by trawlers. A marked decline which has taken place in the number of accidents to cables attributed to trawling operations, may probably be attributed, in part at least, to the Board's inspections and the willing co-operation of owners of trawlers.

Lobsters and their protection.—The question of the best means of protecting the berried lobster has been carefully considered by the Board. A report on the Board's inquiries will be found in their Annual Report on Sea Fisheries for 1910 (Cd. 6,120). It has been reprinted as a Departmental Paper. The Board are conferring with the Local Fisheries Committees in the matter and are engaged in an experimental scheme for Lobster Hatching and Research.

Shell Fish.—The Board exercises general supervision over fisheries for shell fish in England and Wales, and are empowered, under the Sea Fisheries Act, 1868, to grant Orders conferring a right of Several Fishery or a right of regulating a fishery respectively.

The questions of facilitating the acquisition of shell fish beds by fishermen and of preventing pollution of the layings are under consideration in connection with a scheme of work to be submitted to the Development Commissioners.

Light Railways and Fishing Harbours.—Under the Light Railways Act, 1896, the Board have power to recommend advances by the Treasury in cases where a Light Railway would afford the necessary means of communication between a fishing harbour or village and a market. They have availed themselves of this power in the case of Southwold.

The Board also supported an application to the Development Commissioners in aid of the extension and improvement of Brixham Harbour, and a similar application in the case of Portseatho is under consideration.

Salmon and Freshwater Fisheries.—The Board exercises a general supervision over the work of the Boards of Conservators for the 52 Fishery Districts in England and Wales. These districts can be formed or altered by Orders made by the Board, who also have the power of allowing or disallowing the bye-laws and scales of Licence Duties made by the Conservators.

The Board have instituted experiments in salmon marking which are calculated to throw light on the life history of the salmon generally and especially on its migrations. They are endeavouring to secure advances from the Development Fund with a view to the development of the salmon fisheries, so that they may take their proper places as an important contribution to the national supply of food.

An investigation has been held into a serious outbreak of salmon disease in the rivers Wye, Exe, Teign and Dart; a report thereon has been published as a Departmental Paper.

The question of pollution caused by washings from tarred roads also continues to receive the earnest attention of the Board, who are always

prepared to advise in cases of this nature and to examine fish suspected of having been poisoned by any deleterious discharge into a river.

COMMERCIAL CONTROL BRANCH.

An important part of the work of the Board is the administration of the Sale of Food and Drugs Acts, 1875-1907, the Fertilisers and Feeding Stuffs Act, 1906, and the Merchandise Marks Acts, 1887-1894. It is impossible to summarise these activities within the space of a short paragraph. Careful attention is paid by the Board's inspectors to the administration of the Sale of Food and Drugs Act in relation to alleged cases of adulteration of milk and butter, and cases in which margarine is sold as butter. There are at present 210 registered butter factories in England and Wales. Each of these factories is inspected at least once during the year by the Board's inspectors, and many of them are inspected several times. The registered margarine factories, numbering 31, are also inspected regularly. About 380 samples of butter and 50 samples of margarine are taken each year by the Board's inspectors and submitted to the Government Laboratory for analysis in connection with the enforcement of the Butter and Margarine Act, 1907.

Similar work is carried out in connection with the Fertilisers and Feeding Stuffs Act, 1906. All complaints as to adulteration or misdescription of fertilisers and feeding stuffs are investigated, and if found to be substantial, are brought under the notice of the local authorities. Cases of alleged contravention of the Act are brought to the notice of the Board by local authorities for consideration. In many cases elaborate investigations are found necessary. The number of such cases is about 30 per annum.

Inquiries are made into all cases of alleged contravention of the Merchandise Marks Acts, 1887-1894, affecting the interests of agriculture or horticulture, and proceedings are instituted if sufficient evidence is obtained. The specific cases inquired into relate to such questions as the alleged false description of factory butter as "creamery," of Dutch cheese as Cheshire, of American cheese as English cheddar, and of foreign eggs as Irish. The sale as cider in various parts of the country of beverages which are not cider is also dealt with under these Acts. About 80 such inquiries are usually made in the course of a year.

Numerous complaints from agriculturists as to railway rates and facilities for agricultural produce are investigated, and farmers are assisted in presenting their case to the Railway Companies and informed as to the steps which may be taken to remedy the matters forming the subject of complaint.

PUBLICATIONS.

Journal of the Board of Agriculture and Fisheries.—The Journal, which is issued monthly (price 4*d.*, post free), gives information relating to all branches of agriculture and fisheries. The circulation is over 6,000 monthly.

Leaflets.—Leaflets to the number of 260 have been issued by the Board. These deal in a practical manner with the cultivation of crops and fruit trees, the uses of manures and feeding stuffs, dairying, and with the management of live stock, poultry and bees. The total number of copies of the Board's leaflets issued in 1911 was 1,840,000. Twenty-two leaflets have been issued in the Welsh language.

A detailed list of the Board's publications may be obtained on application to the Secretary, Board of Agriculture and Fisheries, 4, Whitehall Place, London, S.W. Letters of application so addressed need not be stamped.

Agricultural Returns.—The Census of Production Act, 1906, did not include Agriculture, and at the request of the Board of Trade the Board undertook to collect returns, in extension of the annual acreage, production and live stock returns, which would furnish particulars, so far as practicable, of the whole output of the agricultural land of Great Britain. This information has been collected and tabulated and a Report upon the statistics obtained is now in the press. It contains statistics, not hitherto officially available, of the value of meat, dairy produce, poultry, eggs, fruit, flowers, timber, &c., produced in 1908, and also comprises particulars as to the number of persons employed and the motive powers used in such production. Opportunity has been taken to obtain returns of the number of horses, cattle, sheep and pigs of different breeds and to analyse, in some measure, the results obtained on different classes and sizes of farms.

For reasons fully discussed at the time, the compulsory powers of the Census of Production Act were not applied to farmers, one reason being that they had for over forty years rendered voluntary annual returns of their crops and live stock.

CROWN LANDS AND FORESTRY.

Agricultural Estates of the Crown.—Under the Crown Land Act, 1906, the President of the Board of Agriculture and Fisheries was appointed a Commissioner of Woods and Forests, the allocation of the various properties to be administered by each Commissioner being settled by Treasury Warrant. Immediately after the passage of this Act, the administration of the agricultural estates of the Crown in England was transferred to the President of the Board. On the retirement of Sir Stafford Howard, one of the Commissioners, on April 1st, 1912, the administration of further agricultural land in Wales and Monmouth and in Scotland, and also the Crown Forests and certain Woods in England, Wales and Scotland, was added to the estates entrusted to the President of the Board. No successor was appointed to Sir Stafford Howard, the other properties of the Crown, consisting chiefly of mines, building properties in London and elsewhere, the Windsor Parks and Woods, estates at Windsor and in suburban districts, the Crown property in Ireland, Salmon Fishings, Fen Duties and Teinds in Scotland, and the Crown properties in the Isle of Man and Alderney, were entrusted to Mr. G. Leveson Gower, the remaining Commissioner.

With regard to the administration of the agricultural estates of the

Crown, the policy inaugurated by the Marquis of Lincolnshire has been continued. During the year 1911-12, 400 acres in England have been converted into small holdings or allotments, in some instances direct to the small holder, in others to the County Council for the purpose of providing small holdings under the Small Holdings and Allotments Act of 1908. There are at present in England 7,524 acres, belonging to the Crown, let for small holdings or allotments, the total increase for this purpose during the past six years amounting to 6,531 acres. In Scotland about 996 acres, part of the Scotscaldier Estates (Co. Caithness) have been subdivided into small holdings. Ten houses and farm buildings have been erected at Stirling and let with 39 acres for co-operative small holdings.

The total amount of agricultural land under the administration of the President of the Board is about 69,227 acres in England, about 5,960 acres in Wales and Monmouth, and about 34,669 acres in Scotland.

Advantage is being taken of every opportunity to add to the number of small holdings, and it is hoped that during the present year the area devoted to this purpose will show a considerable increase.

Afforestation.—On the transfer of the Crown woodlands to his control, Mr. Runciman decided to promote the study and development of afforestation in England. For this purpose he appointed an Advisory Committee under the presidency of Sir Stafford Howard to consider and advise upon proposals for a Forestry Survey; to draw up plans for experiments in Sylviculture; and to report on questions relating to the selection and laying out of Forestal Demonstration Areas; to advise as to the provision required for the instruction of woodmen. This Committee has recently reported on these matters, and its reports are under consideration.

The steady improvement in the condition of the woods and forests under the control of the Office of Woods has been maintained, and it is anticipated that the management of these properties will afford a valuable example to those who contemplate planting for profit. In 1908 the Interliever property of about 12,500 acres was purchased in Scotland with a view to planting. This has been steadily in progress, and this example of State afforestation will, it is hoped, prove not only profitable to the State, but also useful as an example of the remunerative use of land which has little agricultural value.

In the Forest of Dean a School of Working Foresters was established in 1908, and its students have in almost every case been able to find employment as foresters on leaving the school.

Development Grants and Forestry.—The passage of the Development Act has necessitated the formation of a Forestry Branch in the Board of Agriculture that will deal with all questions which will arise as funds under the Act become available.

At present grants have been received from the Development Commissioners for the maintenance of one forestry expert at each of five teaching centres, for the purpose of providing for landowners and others the best possible expert advice in the management of their woods. Grants have also been made for the purpose of conducting experiments in woods and for promoting research in forestry.

THE BOARD AS AN EMPLOYER OF LABOUR.

In connection with the Ordnance Survey and the Royal Botanic Gardens, Kew, the Board of Agriculture and Fisheries is a large employer of labour.

Ordnance Survey.—In connection with the Ordnance Survey, the Marquis of Lincolnshire (then Lord Carrington) appointed a Departmental Committee (under the chairmanship of Lord Ilkeston) in June, 1910:—

“To inquire into the pay and classification of the Civil Assistants, Temporary Civil Servants and Labourers employed on the Ordnance Survey, and to report whether, having regard to the conditions of their employment and to the rates current in analogous occupations, their remuneration is adequate.”

The Committee examined 49 witnesses, and proposals for improvement of conditions of service were advanced from many of the departments of the Ordnance Survey. Effect has been given to nearly all of the Committee's recommendations as from April 1st, 1912.

The additional pay, with increased allowances for travelling, payment of removal of effects on change of station, and other advantages, will, it is estimated, result in an addition to the cost of the Ordnance Survey for 1912-13 of £11,009, under the following heads:—

	£
Abolition of third class and substitution of new second class ...	4,885
Pay of labourers in the field	1,740
“ “ “ offices	877
Adjustment of pay of ex-Royal Engineers	425
Counting time served in the trade for pay and privileges ...	232
Sick pay and medical attendance	317
Travelling allowances and removal and distance allowances ...	1,330
Mud, water and bog allowances	229
New scale of pay for engravers	884
New scale of pay for geographical draftsmen	90
	<hr/>
	£11,009

In addition, Mr. Runciman has approved of the following:—

An “expensive district” allowance for certain cases:

An improved scale of pay for examiners of areas, drawings and tracings:

A special geodetic levellers' allowance:

The introduction of the grade of chief printer;

and the radius within which free medical attendance is granted has been extended.

Kew Gardens.—Soon after the Marquis of Lincolnshire (then Lord Carrington) took office as President of the Board, he accorded direct access to himself, either by the employees direct or through their trade unions. Increases of wages in several of the labour departments were secured and the hours of labour were reduced in the case of stokers, constables and museum porters. Certain increases of pay and other advantages have come into operation in 1912.

LEGISLATION.

1906.

Open Spaces Act.—Consolidates the law in relation to open spaces. [Cap. 25.]

Dogs Act.—Enables stray dogs to be seized, and makes the owners of dogs responsible for damage to horses, cattle and sheep by worrying. The Bill was first introduced in 1894. [Cap. 32.]

Fertilisers and Feeding Stuffs Act.—Requires sellers of fertilisers and feeding stuffs to give to purchasers invoices containing certain particulars as to the composition of the articles sold. [Cap. 27.]

Crown Lands Act.—Makes the President of the Board of Agriculture an additional Commissioner of Woods and Forests, adjusts the jurisdiction over foreshores of various departments, and enables improvements and development of Crown lands to be undertaken, particularly by providing small holdings. [Cap. 28.]

1907.

Salmon and Freshwater Fisheries Act.—Gives to the Board of Agriculture and Fisheries power to make Provisional Orders enabling them to carry out the recommendations of the Royal Commission on Salmon Fisheries, which sat in 1900 under the Chairmanship of Lord Elgin. [Cap. 15.]

Destructive Insects and Pests Act.—Gives power to the Board of Agriculture and Fisheries to make Orders with the object of preventing the importation of insects and pests dangerous to agricultural or horticultural crops, and of authorising local authorities to take the necessary steps to prevent the spread of such pests, if they have already been introduced. [Cap. 4.]

No time has been lost by the Board of Agriculture and Fisheries in putting the Act into operation. (See the heading "Destructive Insects and Pests" on an earlier page).

Butter and Margarine Act.—Bills on the subject were introduced by Mr. Hanbury in 1902 and 1903, and by Mr. Ailwyn Fellowes in 1904 and 1905; but the Tory Government did not find time to carry them into law. When the present Government took office, they at once appointed a Select Committee of the House of Commons, under the Chairmanship of Sir Edward Strachey, to inquire into the subject, and the Act now passed is based on the unanimous Report of that Committee. The principle of the Act is to deal with adulteration at its source, and the main provisions aim,

therefore, at preventing the manufacture and importation of adulterated butter and butter substitutes; but it also provides restrictions on the sale of these articles in order that the consumer may be fully protected. [Cap. 21.]

Small Holdings and Allotments Act (introduced by the Rt. Hon. Lewis Harcourt, M.P.).—The main object of this Act is to provide further facilities for the provision of Small Holdings and Allotments to be let to tenants. The Act is designed to secure this end by a careful combination of State initiative and local management, and provisions are included to put pressure on County Councils which are unwilling to take action on their own account. [Cap. 54]

1908.

Small Holdings and Allotments Act.—Consolidates the law in relation to Small Holdings and Allotments. [Cap. 36.]

Agricultural Holdings Act.—Consolidates the law in relation to Agricultural Holdings in England and Wales. [Cap. 28.]

Agricultural Holdings (Scotland) Act.—Consolidates the law in relation to Agricultural Holdings in Scotland. [Cap. 64.]

Cran Measures Act.—Legalises the use of Cran and Quarter Cran Measures in connection with the Herring Industry within such areas in England and Wales as the Board, on application of a Local Authority, may by Order declare the Act to apply to. [Cap. 17.]

Commons Act.—Tends to improve the breed of ponies and other animals on commons. [Cap. 44.]

1909.

Diseases of Animals Act.—Provides for the payment of fees to veterinary surgeons for notification of diseases of animals. [Cap. 26.]

Board of Agriculture and Fisheries Act.—Enables a second Secretary to be appointed for the Board of Agriculture and Fisheries. [Cap. 15.]

1910.

Diseases of Animals Act.—Prohibits the export of unfit horses, and entrusts certain powers to the Board for the control of the traffic in decrepit horses. [Cap. 20.]

Small Holdings Act.—Provides for the payment of compensation to a tenant who is given notice by a Council, or by a landlord at the request of the Council, with a view to the use of the land by the Council for the provision of small holdings. [Cap. 34.]

1911

Poultry Act.—Enables the Board to make Orders under the Diseases of Animals Acts for protecting live poultry from unnecessary suffering while being conveyed by land or water, and in connection with their exposure for sale, &c., and for the proper cleansing and disinfection of receptacles, &c., used for their conveyance. [Cap. 11.]

1912-13.

Agricultural Holdings Act.—Restores market gardeners to the position in which they were universally assumed to be prior to the decision in the case of *Kedwell v. Flint* (1911, L.J., K.B., p. 707). [Cap. 21.]

NOTE.—Under the Small Landholders (Scotland) Act, 1911, the powers and duties of the Board exerciseable in or in relation to Scotland in all matters except the administration of the Diseases of Animals Acts and the work of the Ordnance Survey are transferred to the Board of Agriculture for Scotland, which is constituted under this Act.

For legislation initiated by Private Members, see under that heading—e.g., Agricultural Holdings Act, 1906.

COLONIAL OFFICE.

<i>Secretary of State</i>	{	THE RT. HON. THE EARL OF ELGIN, K.G.	(1905-8.)
		THE RT. HON. THE EARL OF CREWE, K.G.	(1908-10.)
		[<i>Marquis of Crewe</i>]	
		THE RT. HON. LEWIS HARCOURT, M.P.	(1910.)
<i>Parliamentary Under Secretary of State</i>	{	THE RT. HON. WINSTON S. CHURCHILL, M.P.	(1905-8.)
		COL. THE RT. HON. J. E. B. SEELY, D.S.O., M.P.	(1908-11.)
		THE RT. HON. LORD LUCAS	(1911.)
		THE RT. HON. LORD EMMOTT	(1911.)
<i>Permanent Under Secretary</i>	{	SIR MONTAGU F. OMMANNEY, G.C.M.G., K.C.B.	(1900-7.)
		THE RT. HON. SIR FRANCIS J. S. HOPWOOD, G.C.M.G., K.C.B.	(1907-11.)
		SIR JOHN ANDERSON, G.C.M.G., K.C.B.	(1911.)

ADMINISTRATION.

THE IMPERIAL CONFERENCE.

The Imperial Conference of 1911, at which all the Prime Ministers of the self-governing Dominions were present and over which, for the first time in the history of the Conference, the Prime Minister of the United Kingdom presided, was marked by the unanimity and harmony of its proceedings and the substantial steps taken to attain greater co-operation between the constituent parts of the Empire.

While the Conference rejected the proposals brought forward on behalf of New Zealand for the setting up of a formal organisation to deal with matters of defence and foreign policy, emphasis was laid by all the members on the importance of hearty and most complete co-operation between the Mother Country and the Dominions, and at a special meeting of the Committee of Imperial Defence the position of foreign affairs and the relations of the Empire to foreign Powers were explained in detail by Sir Edward Grey, and the Delegates from the Dominions were admitted for the first time to the fullest knowledge of Imperial diplomacy and defence.

The question of the Ratification of the Declaration of London was discussed, and the Delegates agreed that the Declaration would be of great advantage to the Empire. A promise was readily given by the Imperial Government that in any future Hague Conference the views of the Dominions would be invited and carefully considered.

It was also agreed that the Imperial Government should endeavour to secure the right of the self-governing Dominions to withdraw from those treaties which were still binding upon them, and which were concluded before the practice of consulting the Dominions in these matters had grown up.

In accordance with the stress laid by the Conference on the necessity

for securing greater unity in the Empire, it was agreed that steps should be taken to render naturalisation in any British Dominion effective throughout the whole of the Empire, on conditions intended to secure that British naturalisation should not be too lightly conferred in this manner, and to safeguard the right of the Dominions to deal as they thought fit with different classes of British subjects.

Important steps were taken in the direction of establishing an Imperial Court of Appeal, to consist of two divisions, the House of Lords in its judicial capacity, and the Judicial Committee of the Privy Council; for this purpose it was agreed that two Law Lords should be added whose services would be equally available for the House of Lords and the Judicial Committee, and whose existence would enable a large number of Judges to sit on the latter body. It was also agreed that Judges who dissented from the judgment of the Judicial Committee should be at liberty to record the grounds of their dissent.

With a view to securing improvement in inter-Imperial trade a Royal Commission was agreed upon, and has since been established, containing representatives of the United Kingdom and all the Dominions, whose duty it will be to investigate the natural resources and products of the Empire with a view to suggesting, subject to the existing fiscal systems in each part of the Empire, the means of increasing inter-Imperial trade.

The arrangements for co-operation in Naval and Military Defence which were made at the Imperial Defence Conference of 1909 were further developed, and the status of the Navies of the Dominions were settled in such a manner as to attain the maximum of unity and efficiency while securing to each Dominion the constitutional control of its armed forces.

The question of emigration was exhaustively discussed, and the President of the Local Government Board was able to satisfy the representatives of the self-governing Dominions that the lines on which the Imperial Government were working were completely satisfactory, and it was agreed that efforts on this basis should be continued.

The Postmaster-General was able to promise substantial reductions in the rates for telegrams in plain language to other parts of the Empire which were liable to be deferred for a period not exceeding twenty-four hours, and also in Press cable messages which were not of an immediate character. This has since been carried out. It was also agreed that the Empire should construct a chain of Wireless Telegraph Stations extending from the United Kingdom to the Commonwealth of Australia, being the first long-distance chain of stations in the world, and the contract for these stations has since been placed with the Marconi Company, and arrangements to effect this are now in progress.

Other important discussions took place as to the status of British Indian subjects within the Empire, Uniformity in the Law of Patents, Trade Marks, Copyright, Companies, Workmen's Compensation, and the enforcement in the several parts of the Empire of the Judgments of Courts in other parts.

As regards the self-governing Dominions and Newfoundland, reference is invited to the following Parliamentary Papers, viz., Cd. 5,135, Cd. 5,582 (in continuation of which further information will shortly be furnished) and Cd. 6,091.

EASTERN COLONIES.

The Opium Question.—His Majesty's Government have taken steps to put into force their declared policy of reducing the consumption of opium in the British territories in the East.

In Ceylon, arrangements have been made to close the opium shops and to place the sale of opium under the control of Government officers who will have no interest in extending the use of the drug. Opium is issued from Government Dispensaries to habitual adult users, whose names are registered, together with the amount which they are allowed to purchase.

In Hong Kong all opium divans have been closed, and the number of chests which the opium farmer is allowed to import has been greatly reduced.

In the Straits Settlements the farm system has been abolished, and the importation and preparation of opium has been made a Government monopoly. The Government factory at Singapore supplies opium to the Malay States under British Protection in which the farm system has been abolished except where existing engagements rendered it impossible.

In Weihaiwei the use of opium, except on medical certificate, has been prohibited.

Railway Construction in the East.—A railway has been constructed between Kowloon and the British frontier where it joins the Chinese line from Canton. This line was opened to through traffic in 1911.

In the Malay Peninsula considerable additions have been made to the State railways. A railway through Johore was completed in 1909, through communication thus being established between Penang and Singapore. A line has been constructed into the interior of Pahang and is being extended to the border of Kelantan with a view to eventual connection, through that State, with the Siamese railway system.

The route which will be taken by the line through Kelantan has not been finally decided. In the meantime arrangements are being made for the construction of a line of 35 miles from the sea-coast at Kuala Kelantan into the interior, with a view to eventual connection with the main line.

On the west side of the Peninsula, surveys are in progress for a line from Bukit Mertajam, in Province Wellesley, to Alor Star, the capital of Kedah, a distance of about 65 miles. It is hoped that it will be possible to arrange eventually for the line to be connected through Siamese territory with the main lines on the east coast, which, when completed, will provide railway connection between Singapore and Bangkok.

A line of 30 miles in length is being constructed to connect the port of Kuala Selangor with the main system of the Federated Malay States. The construction is now nearly completed.

In Ceylon several new lines have been undertaken, of which the most important is one to Mannar, now almost complete. A steamship service over the intervening strait will connect this line with the railway system of India. The connection will probably be completed early in 1913.

Harbour Works.—At Colombo, the important series of Harbour Works, commenced in 1873, has been completed, the last stone being laid by the Governor with a formal ceremony on the 1st of May, 1912. The works, which have cost about £3,000,000, include three breakwaters, forming an enclosed harbour of 640 acres in extent, a graving dock, a patent slip, and a coaling depot with a frontage of 2,200 feet.

At Singapore extensive works for the improvement of the harbour, including the provision of breakwaters and large reclamations, were commenced in 1907 and are now well advanced.

Further important works, including the reconstruction of wharves and the provision of dry and wet docks, have been undertaken on the property taken over by the Colonial Government from the Tanjong Pagar Dock Company in 1905.

Malay States.—By a Treaty signed at Bangkok in March, 1909, Siam transferred to Great Britain all her rights in respect of the States of Kedah, Perlis, Kelantan and Tiengganu, an area of some 15,000 square miles thus being added to the British sphere in the Malay Peninsula. British Officers have been appointed to advise the Native Rulers in all these States.

Mauritius.—In 1909 a Royal Commission was appointed to inquire into the financial position of the Colony of Mauritius. Steps are being taken to carry out the recommendations made by the Commission in their Report, which was laid before Parliament in June, 1910. (Cd. 5,185).

Ceylon.—In 1910, Letters Patent were issued providing for a reform of the Constitution of the Legislative Council of Ceylon. Previously all the unofficial Members of the Council had been nominated by the Governor. Under the new system those sections of the community which are sufficiently educated to render such a course practicable will elect their own representatives.

The first Council appointed under the new Letters Patent met in January, 1912.

WEST INDIAN COLONIES.

Finances.—The finances of nearly all the West Indian Colonies have shown marked improvement in the last six years, and the majority of them are now in possession of considerable accumulated balances, while none is in receipt of any grant in aid from the Imperial exchequer.

The rapid recovery of Jamaica from the effects of the earthquake of January, 1907, in which the loss of property was estimated at £2,000,000, is particularly noteworthy. The trade of the island has shown so much vitality that, in spite of heavy expenses connected with rebuilding at Kingston, the surplus at the end of the financial year 1911-12 was computed as being about £190,191, and substantial reductions of taxation were in contemplation.

The Colony, however, has sustained a temporary check owing to the occurrence in November, 1912, of a severe hurricane, which has occasioned considerable expenditure of public money.

Remarkable financial progress has also been made in the Leeward Islands. Six years ago the balances in hand were very small; but in 1911 they exceeded £50,000, and it is only in Antigua that financial stringency continues to be felt, and there in a much diminished degree.

In Trinidad the very rapidity of the development of the Colony has led to so many demands upon the public purse that the question of ways and means is likely to remain a difficult one for some time. But these demands are mainly for works directly or indirectly reproductive, which will serve to augment the considerable measure of prosperity which the Colony already enjoys. The larger items, such as railway construction, will be met by loan.

The finances of British Guiana made steady progress up to the end of 1911, but have sustained a temporary set back owing to the severe drought which occurred in the spring of 1912.

British Honduras has been sufficiently prosperous to enable it to cope with an extensive programme of public works, largely paid for out of current revenue.

Railways.—In British Honduras the Colonial Government has built a short line of 36-inch gauge from Stann Creek on the coast to a point 25 miles inland, in order to enable the fertile banana lands to be put into cultivation. A shipping pier has been constructed in connection with the railway. The work was delayed by many difficulties, and when it was finished some of the bridges were swept away by a disastrous flood. Steps are being taken to repair the railway, and in spite of all the additional expense incurred, it is anticipated that in a few years it will pay its way. Construction was begun in 1907, but it should be noted that the project had been mooted before 1896. The building of the Stann Creek Railway was the first concrete embodiment of the policy of tapping the internal resources of the Colony by means of short lines from suitable points on the coast in preference to the more ambitious scheme for a trunk line from Belize into neighbouring foreign territory, the utility and success of which are open to considerable doubt.

In British Guiana the local Legislature has provided funds for a survey, now in progress, for a railway to the Potaro and Konawaruk, which is intended to enable the Government to make a beginning of dealing in practical fashion with the many projects for railway extension into the interior of the Colony. Of all the West Indian Colonies British Guiana, with its vast undeveloped area, is the only one which offers scope for railway schemes on a scale comparable with those of the African Colonies and Protectorates. It is largely in view of this fact that Sir Walter Egerton, formerly Governor of Southern Nigeria, has been sent to British Guiana, and it is well known that the railway question will be one of the first to engage his attention.

In Jamaica the Legislature has approved the construction of a branch line from May Pen station, on the existing Government railway, to Chapelton, a distance of $13\frac{1}{4}$ miles, at an estimated cost of £92,250. The proposed line will tap a large internal valley lying right in the centre of the island, and will serve a well settled and fertile district. The railway offers no engineering difficulties. In view of the short time which has elapsed since Jamaica was overtaken by a terrible disaster, it is particularly gratifying to see that the Colony is already

able to contemplate railway extension in addition to its expenditure on the development of other means of communication.

In Trinidad the Legislative Council in March, 1908, approved the building of two extensions on the existing Government Railway. One is from San Fernando to Siparia, a distance of $16\frac{1}{4}$ miles, and the other from Tabiquite to Poole, a distance of 13 miles. The first will pass through cultivated lands throughout nearly the whole of its course, and it is estimated will serve a cultivated area of over 14,000 acres, with a population of about 14,000 persons. The second extension will serve a population of about 5,000 persons and a cultivated area of some 10,000 acres, which is rapidly extending. The construction of both these lines has now been begun.

Oil Industry.—The last three years have witnessed a very remarkable development of Trinidad as an oil-producing Colony. At the end of 1911 eleven companies were at work in various parts of the oil-field; the production of crude oil had reached a total of over 14 million imperial gallons, and over 7 million gallons had been exported. The business of refining oil had been commenced by one of the companies operating, and by the end of 1911 some 1,300,000 gallons had been refined.

Two important Ordinances have been introduced and passed by the Colonial Legislature in order to secure proper supervision of the oil industry by the Government; one relates to the conveyance of oil by pipe lines, and the other to the control of refining operations. Under the second of these Ordinances the right of pre-emption of crude oil and its products is reserved to His Majesty's Government. Trinidad is now looked upon as a potential source of supply for the Navy.

Agricultural Work.—So far as agricultural products in the West Indies are concerned, the main feature of the period 1906-1912 has been the steady growth of prosperity and of development under the auspices of the Imperial Department of Agriculture, which is at present stationed in Barbados, and is maintained by Imperial funds. So advantageous have the services of this Department proved to the various Governments of the West Indies in conducting scientific experiments of all kinds, such as the suitability of soils for different varieties of products, the investigation of plant diseases, &c., and in educating agriculturists generally as to recent discoveries and developments in agricultural science, that His Majesty's Government decided in December, 1910, to continue to maintain the Department from Imperial funds for a further period of 10 years from April, 1911.

The staple crops of the West Indies are sugar, cacao, cotton, fruit, and to a lesser extent coconuts, sponges and balata.

With regard to sugar, although the exports have remained practically stationary in the last five years, important developments have taken place. Improved methods of dealing with sugar canes have been generally adopted, and larger factories, with more powerful and efficient machinery, have been growing up. Capital continues to be invested in the industry, and considerable activity prevails in all the Colonies—British Guiana, Trinidad, Barbados, Jamaica, Antigua and Saint Kitts, in which the crop is of relative importance to the community.

The fruit industry of the West Indies has continued to expand, and the exportation of bananas from Jamaica, where this form of article is cultivated with most success, has risen from £840,000 in 1905–1906 to £1,456,581 in the year ended 31st December, 1911.

Perhaps the most interesting agricultural development of recent years in the West Indies has been that of cotton. In 1901 practically no cotton was grown, but during the year 1910–1911 the export of this commodity reached nearly 3,000,000 lbs. weight, valued at, approximately, £200,000. Cotton has become the staple industry of St. Vincent, Montserrat, Nevis, Anguilla and the Virgin Islands, where its cultivation has been found most successful and has to some degree altered the whole financial outlook. It is in connection with this industry that the help of a central organisation such as the Agricultural Department has been most obviously beneficial, and for the successful development of this important addition to their resources the West Indies have largely to thank the late Commissioner, Sir Daniel Morris. At the same time the efforts of the Agricultural Department have been readily seconded by those of the British Cotton Growing Association, which has given valuable help both pecuniary and other.

It may be added that the doubts which were at one time expressed as to the quality of the cotton produced in the West Indian Islands have been set at rest by the steady improvement that has taken place in this respect.

The production of cocoa is of considerable importance to Trinidad, Grenada and St. Lucia, while in Dominica and British Guiana it is of some importance as a subsidiary industry, although in the two latter there appear to be considerable opportunities for further development. In Trinidad the exports of this commodity have been more than doubled between 1906 and 1910, and in the latter year they were valued at £1,230,097. Attention has been devoted to studying the diseases which affect this product, and spraying experiments, conducted by the Board of Agriculture in the Colony, are reported to have more than repaid their cost. In Grenada cocoa is the staple product.

In January, 1912, a successful Agricultural Conference—the eighth of its kind—was held in Trinidad. An unusual number of persons interested in West Indian agricultural matters beyond those ordinarily resident in these Colonies was present. These included representatives of the Royal Botanic Gardens, Kew, of the British Cotton Growing Association, and of the West India Committee. Delegates were also present from all the West Indian Colonies, and it is expected that the discussions which took place will have produced results of considerable value.

Mail Service.—The Royal Mail Steam Packet Company terminated in 1910 the arrangement under which mails had been carried between the United Kingdom and the West Indies, and it was found essential to negotiate a new contract. To carry out this contract, which came into force early in 1911, an annual subsidy of £40,000 was voted by the House of Commons, an additional annual sum of £23,000 being provided by the Governments of Trinidad, British Guiana and Barbados. The intercolonial service remains in operation in connection with this transatlantic service.

Wireless Telegraphy.—Stations on the Lodge-Muirhead system have been erected by the Colonial Government at Trinidad and Tobago, while in British Guiana and Jamaica private companies have been authorised to operate stations based on the Lodge-Muirhead and Lepel systems respectively. As regards the development of wireless telegraphy generally in the West Indies, the Government is devoting its attention to the gradual extension of wireless telegraphy between adjacent Colonies and the erection of ship-to-shore stations where the need for them is felt.

MISCELLANEOUS COLONIES.

St. Helena.—Considerable attention has been devoted to the lace industry, and the Government have taken complete control over the School which has been established to instruct the younger inhabitants in the art of lace making. From time to time grants have been made in aid of the industry, which is now beginning to become self-supporting. The lace made in the Colony is of the highest quality, both as regards workmanship and material, and is on sale at the offices of the League of the Empire, Caxton Hall, Westminster.

Falkland Islands.—The prosperity of these islands has been most marked. This fact is mainly due to the expansion of the whaling industry in the waters of the Colony and its dependencies. In South Georgia, leases of land for the purposes of establishing whaling stations have been granted by the Government to eight whaling companies, and in the other dependencies a considerable number of annual licences has also been granted. With a view, however, to the preservation of the whales and the whaling industry, it has been decided that no more licences, other than renewals of annual licences already granted, shall be issued. The grant of these concessions has caused a large expansion of the revenue in the period under review and has enabled the Government to undertake various public works of general utility, such as the erection of a new Town Hall, of a Wireless Telegraphy Station, &c. The new Town Hall is in course of construction. The Wireless Telegraphy Station has already been completed, and regular telegraphic communication with the Colony by that means will shortly be established.

Fiji.—During the period under review the value of the Imports has risen from £609,406 in 1906 to £957,079 in 1911; the Exports have doubled in value, from £603,410 to £1,276,206. The Revenue has expanded from £158,386 in 1906 to £240,394 in 1911, which has enabled much-needed Public Works to be undertaken. A small loan has been sanctioned for Harbour Improvements and Drainage Works at Suva. Three Wireless Telegraphic Installations have been erected to provide communication between the scattered islands of the group.

WEST AFRICA.

Nigeria.—(a) **Railways.**—The railway from Baro on the Niger to the important town of Kano, which was sanctioned in 1907,

was completed in 1911. The length of the line is 356 miles. At Minna (111 miles) is the junction with the railway from Lagos, which crosses the Niger at Jebba, 307 miles from Lagos. There is, therefore, at present railway communication from Lagos to Kano, a distance of about 712 miles. The commercial prospects of the railway are excellent.

A branch line has also been constructed from Zaria (622 miles from Lagos and 266 from Baro) to Rahamma at the foot of the Bauchi plateau, upon which is situated the important tin field of Northern Nigeria. This branch is about 90 miles long, and its extension for a further 55 miles has been sanctioned. It is proving of great assistance in the development of the tin industry, which formerly laboured under considerable difficulties in connection with transport.

(b) **Commercial progress.**—This has been most remarkable during the past few years. The revenue in 1911 was more than double that of 1905, and the total trade, valued at £6,300,000 in 1906, was valued at £11,035,000 in 1911.

(c) **Coal.**—Coal of good quality has recently been discovered in Southern Nigeria, and the extent of the field is being carefully investigated.

(d) **Lagos Harbour.**—Important works are in progress at Lagos, with a view to making the port accessible to ocean-going vessels.

(e) **Amalgamation of Northern and Southern Nigeria.**—The desirability of amalgamating these two important administrations, extending over an area of some 333,000 square miles, has been recognised for some years past, and now that the railway communications and the telegraph system have been so greatly developed, it is hoped that it will soon be possible to establish a single Government over the whole territory. As a first step in this direction Sir F. D. Lugard has been appointed Governor of both Northern and Southern Nigeria, and the Railway, Marine and Customs Departments have been amalgamated. A scheme for amalgamation of the remaining Departments of Government will shortly be submitted by Sir F. Lugard.

Gambia.—Dredging operations have been conducted to provide a navigable channel in the river. A 15-foot channel is available at Kai-Hai, and further shallow places are now being dredged. The revenue and the general prosperity continue to increase, and extensive schemes for the sanitation and water supply of Bathurst are being put in hand.

Sierra Leone.—Trade and revenue are both increasing. A branch Railway into the heart of the oil palm district was completed at the end of 1912, and is now being extended to tap another fertile region.

A Government Model School has been established at Freetown, and a school has been established at Bo, in the Protectorate, to provide instruction for the sons and nominees of the native chiefs. In December, 1910, Freetown was visited by His Royal Highness the Duke of Connaught, who laid the foundation stone of a new Supreme Court building. Additional jetties are being built, and a proposal to construct a new Export Wharf, at a cost of some £250,000, is under consideration.

Gold Coast.—A Railway has been constructed, and has now been taken over by the Government, from Accra northwards for some

37 miles into the heart of the cocoa-producing district, and a proposal to extend this line has been approved. The export of cocoa from the Gold Coast reached over 86,000,000 lbs. in 1912, valued at £1,642,000. The production of gold is steadily rising, and attained £1,470,660 in 1912. The annual revenue for 1910 and 1911 exceeded £1,000,000 in each year, and for 1912 amounted to £1,215,000. A Technical School and a Training Institution for Teachers were established in 1909 in Accra, for the purpose of instructing natives in technical education; both are doing good work. At the chief ports, Accra and Sekondi, the construction of harbours and waterworks is being pushed forward.

General.—(a) Health Conditions.—The sanitary services of West Africa have been reorganised, and the result of this step, accompanied, as it has been, by a large increase in the expenditure on public health measures, is seen in the steady annual decline in the death and invaliding rates among Europeans in those Colonies. A Committee, which includes the leading British authorities on tropical medicine and sanitation, has been established to advise the Secretary of State on problems of this character arising in Tropical Africa, and much useful work has been carried out on its advice.

(b) Land Systems.—After careful consideration by a Committee in this country, whose report was laid before Parliament in 1910 (Cd. 5,102), legislation was enacted in Northern Nigeria whereby the whole of the lands of the Protectorate are declared to be “native lands,” and are held and administered by the Government for the use and common benefit of the natives.

In 1912 a further Committee was appointed to consider the land laws in force in the other British West African Colonies and Protectorates, and to report whether any amendment of the laws is required.

(c) New Silver Coinage.—As the result of the deliberations of a Committee, whose report was laid before Parliament in 1912 (Cd. 6,426), a new silver coinage will shortly be issued common to all the British West African Colonies and Protectorates.

EAST AFRICA.

East Africa Protectorate.—There has been a notable development in the prosperity and trade of the Protectorate since 1906. In the financial year 1905-6 the Revenue amounted to £270,362, in 1911-12 (the last year for which complete records are available) it amounted to £729,078. In 1905-6 the Exports amounted to £332,838; in 1911-12 they had risen to £1,016,898, of which sum, however, £683,228 represents the value of exports from Uganda, German East Africa and the Congo Free State, which pass through the East Africa Protectorate; in 1905-6 the Imports totalled £672,360; in 1911-12 they had increased to £1,330,437. In this figure is included £66,382 for railway material imported by the Magadi Soda Company and £16,795 for articles necessary for maintaining cable communication imported by the Eastern Telegraph Company.

The years 1906-1912 have seen a large extension of the area directly administered by the Government. A considerable portion of

the Northern Frontier is being brought under direct administrative control. The extension of the administrative area has been effected without any serious outbreak on the part of the native tribes.

A loan of £250,000 from Imperial funds to the East Africa Protectorate was sanctioned by Parliament in 1911. The loan is to be devoted to three purposes:—(1) the construction of a light railway, about 30 miles long, from Nairobi to the River Thika, to open up the rich district in the direction of Fort Hall; (2) the erection of a deep-water pier at Kilindini; (3) the construction of water works at Mombasa to furnish the town and port with a proper water supply. The Thika light railway is in course of construction, and preparations for the commencement of the other two works are in active progress.

A further loan of £375,000 from Imperial funds was sanctioned by Parliament in 1912. This loan is to be devoted to the provision of engines and rolling stock, and to other improvements on the Uganda Railway, to improvements in the Lake Victoria ports and in terminal facilities at Kilindini, and to the provision of an additional cargo steamer on Lake Victoria.

A concession has been granted to Messrs. M. Samuel and Company to work the soda deposits at Lake Magadi, and a company has been formed with a capital of over £1,000,000 for this purpose. The working of these deposits necessitates the building by the Company of a railway, about 100 miles long, from the Soda Lake to a point on the Uganda Railway about 270 miles distant from Mombasa. The contract for the building of the railway has been given out, and the work of construction has actively commenced. The Imperial Government have undertaken to provide funds up to an amount of £350,000, by such instalments as may be required, to improve the Main Line and to provide sufficient additional rolling stock to cope with the increased traffic.

Uganda.—The period since 1906 has been marked by a great development in the cotton growing industry. Special expenditure was sanctioned and a special staff engaged with a view to testing the possibility of establishing the industry and investigating the proper methods of cultivation and the best type of cotton to introduce. The result is shown by the growth of the exports of cotton (ginned and unginned) from 17,174 cwts. in the year 1907-8 to 165,412 cwts. in the year 1911-12, the last complete year for which figures are available.

It has been necessary during this period to incur a very large expenditure on the investigation of the disease of sleeping sickness and on measures for checking its ravages. This expenditure has amounted approximately to £50,000. Considerable expenditure is now being incurred on measures for the suppression of venereal disease among the natives.

The year 1911 witnessed the beginning of railway construction in the Protectorate. The Busoga Railway, 57 miles in length, was constructed to connect Jinja, a port on Lake Victoria served by the steamers of the Uganda Railway, with Namasagali, situated at the point at which the Victoria Nile enters Lake Kioga. The latter lake is of great extent, and by means of its many navigable arms serves a large area of pro-

ductive country in which tropical agriculture of various kinds, especially that of cotton, is rapidly developing. The Imperial Government made a loan of £170,000 to the Uganda Government for the construction of the Railway. In addition, a considerable flotilla of vessels has been provided for Lake Kioga in order to cope with the expected development.

A further loan of £125,000 was sanctioned by Parliament in 1912, for constructing a railway from Kampala to Port Bill, and effecting improvements in communications in the Eastern Province, including roads, telegraphs and water-communications on Lake Kioga.

As the result of protracted negotiations, the boundaries between Uganda and the Belgian Congo on the west and German East Africa on the south-west have been finally determined, and at the present moment the frontier between Uganda and the Sudan is being rectified, to the mutual advantage of the two administrations.

Nyasaland.—There has been in the last few years a very great expansion in the agricultural production of this Protectorate. The export of tobacco has advanced from 413,316 lbs. in the year 1906–7 to 2,146,615 lbs. in the year 1911–12. The export of cotton has increased from 526,119 lbs. to 1,356,904 lbs. in the same period; but the quantity exported in 1911–12 is 380,095 lbs. less than in 1910–11. As, however, about 224,000 lbs. of lint cotton remained in the country at the end of the year 1911–12, the decrease in output is, in fact, only 156,000 lbs., due to the abnormal and late rains in the first five months of 1911.

It has lately been realised that the Protectorate has virtually reached the limit of its production with the existing means of transport. The Shiré Highlands Railway runs from Blantyre in the Highlands as far as Port Herald, in the extreme south of the Protectorate. The only means of communication thence to the sea is by way of the Shiré river, a most uncertain channel which is apparently growing worse, and by the Zambesi. An arrangement has recently been made, on behalf of the Nyasaland Government, with the British Central Africa Company which will secure the extension of the Shiré Highlands Railway from Port Herald to permanently navigable water on the Zambesi. The arrangement also contemplates the construction of a railway from the Zambesi to Beira, which would thus give the Protectorate direct railway access to the sea. The chief features of the arrangement are:—

(a) The Government purchase from the Company for a sum of £180,800 the subsidy lands promised to the Shiré Highlands Railway Company for the construction of the line between Blantyre and Port Herald. This sum is to be advanced by the Imperial Government to the Nyasaland Government as required, and the loan is to carry interest at the rate of $3\frac{1}{2}$ per cent. per annum and sinking fund at the rate of 1 per cent.

(b) The Nyasaland Government guarantee interest at 4 per cent. for ten years on the capital, not exceeding £500,000, of the Company formed to construct the Zambesi-Port Herald line.

The appearance of sleeping sickness in Nyasaland in recent years has made it necessary to take steps to check the spread of the disease. A Scientific Commission is now working at Kasu under Surgeon-General

Sir David Bruce, C.B., F.R.S., the function of which is to study conditions on the spot, to investigate the disease, and to suggest remedial measures. It is anticipated that the work of the Commission may last three years, and that it will cost £5,200 a year.

MEDITERRANEAN COLONIES.

Gibraltar.—A contract has been made for improvement of the Waterport at a cost of £114,028, to be met from the surplus funds of the Colony.

Malta.—Owing to various causes the financial position of the island has recently given some ground for anxiety. A Royal Commission was appointed in August, 1911, to inquire into the finances, economic condition, and judicial procedure of Malta, and its Report is now published. An outbreak of cholera, probably imported by refugees from Tripoli, took place in November, 1911, but was stamped out.

Cyprus.—Bad harvests in 1909 and 1910, together with a fall in the demand for wine, caused some distress, to meet which relief works were started. The situation has now been relieved by two good harvests and an increased demand for wine in consequence of shortages in other parts of the world. The revenue for 1912 was the highest recorded. The grant-in-aid from Imperial Funds is now fixed at £50,000 per annum.

LEGISLATION.

1906.

Colonial Marriages (Deceased Wife's Sister) Act.—Provides that a marriage with a deceased wife's sister, contracted in a British Colony and legal in that Colony, shall be legal in the United Kingdom. [Cap. 30.]

1907.

Evidence (Colonial Statutes) Act.—Removes a Colonial grievance by providing that Colonial Statutes are to be accepted in British Courts without the formality of being proved as if they were foreign laws. [Cap. 16.]

Australian States Constitution Act.—Removes a number of restrictions upon the powers of the Governors of Australian States to assent to Bills; and in its provision meets the views of all the States concerned. [Cap. 7.]

British North America Act.—Alters the amounts of subsidies payable by the Dominion of Canada to the Provinces, in accordance with the wishes of the Dominion and Provincial Governments. [Cap. 11.]

Transvaal Loan (Guarantee) Act.—Affords the guarantee of the Imperial Government to a loan of £5,000,000, which will be raised gradually as it is required by the Transvaal Government. This loan is part of the policy of reconstruction and reconciliation which is being pursued in South Africa, and by which alone the ravages and devastation of the South African war can be repaired. [Cap. 37.]

1909.

South Africa Act.—Provides for the union of Cape Colony, the Transvaal, Natal and the Orange River Colony, for the admission of Rhodesia on terms to be arranged, and for the eventual transfer to the Union of the government of Basutoland, Swaziland and the Bechuanaland Protectorate, with adequate safeguarding of the rights of the native population and provision for a continuance of the principles of sympathetic government which have obtained in the past. [Cap. 9.]

1911.

Pensions (Governors of Dominions, &c.) Act.—Consolidates and amends the law relating to the payment of pensions to Governors of any part of His Majesty's Dominions. [Cap. 24.]

1912-13.

Pensions (Governors of Dominions, &c.) Amendment Act.—Provides that, for the purpose of reckoning Governors' service for a civil service pension, service in the permanent civil service of the State shall include pensionable employment in any permanent office in the government of a British protectorate. [Cap. 26.]

EDUCATION, BOARD OF

<i>President</i>	{	THE RT. HON. AUGUSTINE BIRRELL, K.C., M.P.	(1905-7.)
		THE RT. HON. REGINALD MCKENNA, M.P.	(1907-8.)
		THE RT. HON. WALTER RUNCIMAN, M.P.	(1908-11.)
		THE RT. HON. JOSEPH A. PEASE, M.P.	(1911.)
<i>Parliamentary Secretary</i>	{	THE RT. HON. THOMAS LOUGH, M.P.	(1905-8.)
		THE RT. HON. T. MCKINNON WOOD, M.P.	(1908.)
		C. P. TREVELYAN, Esq., M.P.	(1908.)
<i>Permanent Secretary</i>	{	SIR ROBERT L. MORANT, K.C.B.	(1903-11.)
		SIR L. A. SELBY BIGGE, K.C.B.	(1911.)

ADMINISTRATION.

ELEMENTARY EDUCATION.

Building Grants for new Council Schools.—The sum of £100,000 was voted by Parliament in the Appropriation Act, 1907, for the building of new Council Schools in areas where parents had hitherto no option but to send their children to denominational schools. Sums of £40,000, £29,500 and £5,000 for the same purpose were voted in the Estimates for 1908-9, 1909-10 and 1910-11 respectively, and included in the Appropriation Acts, 1908, 1909 and 1910. Up to 31st March, 1911, Grants to the amount of £25,100 were paid in respect of 21 cases in England, whilst in Wales, Grants, amounting to £33,383, were sanctioned in 32 cases.

School Accommodation.—The recognised accommodation of and average attendance in Public Elementary Schools for the year ending 31st July, 1911, was:—

	Accommodation.	Average Attendance.
Council Schools ...	3,980,946	3,170,968
Voluntary Schools ...	2,808,795	2,202,599

The corresponding figures for the year ending 31st July, 1906, were:—

	Accommodation.	Average Attendance.
Council Schools ...	3,520,093	2,813,757
Voluntary Schools ...	3,509,914	2,489,730

The five years 1906-11 have thus produced an increase of 460,853 in the accommodation and 375,211 in the attendance at Council Schools, and a decrease of 701,119 in the accommodation and 287,131 in the attendance at Voluntary Schools.

During the past years substantial progress has been made with the re-assessment of the Public Elementary School accommodation in England and Wales, so as to provide that not less than 10 square feet of floor space shall be available for each older child and 9 square feet for each infant. For some time past the accommodation of all new Schools has been assessed on this basis, and it is now being applied as soon

as practicable to all Public Elementary Schools recognised by the Department.

Further, the Board have undertaken in certain areas a systematic review of all cases in which the School premises are defective or unsuitable, and have presented to the Local Authority, or other persons concerned, a comprehensive statement of the defects. It has been found that this procedure is preferred to that of reporting singly on each case as it arises, and it is hoped that it will conduce to a more rapid provision of suitable premises.

Teaching Staff of Public Elementary Schools.—In March, 1909, the Board issued a Circular (Circular 709) announcing impending changes in the Regulations relating to the Teaching Staff of Public Elementary Schools, with a view (i.) to the reduction of the size of classes, and (ii.) to securing the appointment of teachers possessing superior qualifications. These Regulations are now embodied in the Code, and a Table published in the last Annual Report of the Board (C.d. 6,116, p. 90) shows the measure of improvement which has taken place.

Supply of Teachers.—The statistics for recent years show a great decrease in the number of persons coming forward as candidates for the teaching profession. The Board have been engaged in making an exhaustive inquiry with reference to the supply of teachers for Public Elementary Schools and the difficulties experienced by Local Education Authorities in filling vacancies. Consultations have been held with various Local Authorities and Associations and a considerable amount of information and suggestions has been collected.

Rearrangement of Grants for Public Elementary Schools.—In the Code for 1909 the Board have introduced a new system of payment of the Annual Grants which differentiates between scholars on an age basis instead of on a basis of the classes in which they are taught. Grants were formerly paid at the rate of 17s. for “Infants” and 22s. for older scholars. In lieu of this arrangement, Grants are now paid at the rates of 13s. 4d. for scholars under five years of age, and 21s. 4d. for scholars over five years of age. The objection to the previous system of payment was that it tended to encourage the premature promotion of Infants into the classes for older scholars, and the Board desired to remove all obstacles to the classification of scholars on purely educational grounds. The Board took measures to secure that no Local Education Authority suffered any substantial loss by the new arrangement.

An experiment has been introduced in 1912 in connection with the system of Grants for work done in Public Elementary Schools. The Grants for special subjects—Handicraft, Gardening, Cookery, Laundry Work and Housewifery—based on “average attendance,” will be replaced by “Block Grants” to those Authorities who have done most to develop these subjects hitherto. It is expected that this change will enable both the Board and the Local Education Authorities to reduce very largely the clerical work and correspondence in connection with the Grants. If the experiment is successful, it is hoped to extend it in due course to all Local Education Authorities.

Half Time Committee.—In July, 1908, a Departmental Committee was appointed (under the Chairmanship of Mr. McKinnon Wood, who was in October succeeded by Mr. Trevelyan) to inquire into the extent to which partial exemption from compulsory school attendance is taken advantage of, the occupations in which children so exempted are employed, and the advisability of legislation with a view to raising the age at which partial exemption is obtainable in view of the practical effects of such legislation upon industries and wage earning and upon educational organisation and expenditure.

The Committee held 16 meetings and examined 52 witnesses. Members of the Committee also visited several cotton, worsted and silk mills, where they saw the children at work and discussed the question of half-time employment on the spot with employers, mill managers and overlookers.

The Committee presented their report to the Board on the 23rd July, 1909. The report recommends:—

(1) That all partial exemption be abolished from a date not earlier than January 1st, 1911.

(2) That at the same time total exemption under the age of 13 be abolished.

(3) That the attendance certificate for total exemption be abolished.

(4) That total exemption at the age of 13 be granted only for the purposes of beneficial or necessary employment.

(5) That the ordinary condition for total exemption be due attendance at a Continuation Class, but

(6) That, subject to the approval of the Board of Education, an authority may adopt, as an alternative condition, the passing of a Standard not lower than Standard VI.

(7) That nothing in any new legislation shall affect any children who at the date on which it comes into operation are partially or totally exempt from attendance at school under the bye-laws previously in force.

(8) That in the application of the Factory and Workshop Act, 1901, to England and Wales the provisions of Sections 68 to 72 (which relate to School Attendance, &c.) shall cease to be operative.

The Board hope to deal with these problems in the near future. In the Bill introduced by Mr. Runciman in May, 1911, it was proposed to abolish the half-time system. The Bill, however, was never discussed, and was withdrawn on December 4th, 1911.

A Bill introduced by Mr. Walter Rea, as amended in Grand Committee, proposed to abolish partial exemption from attendance at school, and, except under conditions prescribed in the bye-laws, to abolish total exemption under the age of 14. Under the bye-laws a child of 13 must, in order to obtain exemption, satisfy the Education Authority that he is about to enter some beneficial employment and might be required to pass an examination. Exemption at the age of 12 was confined to children beneficially employed in agriculture or horticulture who passed an examination. The Bill passed through Grand Committee with the support of the Government, but owing to the pressure of other important measures could not be taken further.

Continuation Schools.—In April, 1907, the Board requested their Consultative Committee to advise them generally on the subject of

attendance, compulsory or otherwise, at Continuation Schools, and particularly whether any means, and if so what, could be devised, in respect of rural areas and of urban areas respectively, for securing— (i.) that a much larger proportion of boys and girls should, on leaving the Public Elementary School, commence and continue attendance at Evening Schools than at present do so; and (ii.) that employers and other persons or bodies in a position to give effective help should co-operate in arranging facilities for such attendance on the part of their employees, and in planning suitable courses and subjects for the schools and classes.

On 26th June, 1909, the Committee submitted an exhaustive report, which is receiving the earnest consideration of the Board.

The following are some of the principal recommendations of the Committee:—

(1) They emphasise the necessity for increased attention to the connection between the Continuation School and the Public Elementary School, and especially to the improvement of the latter, so as to lay a firm foundation for a successful system of Continuation Schools.

(2) They recommend the extension of the period of instruction in the Day Schools.

(3) They advocate the establishment of Junior Employment Registries, to give skilled advice to parents, managers and teachers in the selection of suitable occupations for children leaving school.

(4) They propose that it should be the statutory duty of Local Education Authorities to make suitable provision for Continuation Classes, and that it should be lawful for them to make bye-laws making attendance at such classes compulsory for all boys and girls up to an age not exceeding 17, and that it should be the statutory duty of every employer of any young person under 17 years of age to enable them to attend Continuation Classes in accordance with the bye-laws, and to supply their names to the Local Education Authority on demand.

(5) In order to protect young people from overstrain, they propose that Local Education Authorities should have power to set a limit to the number of hours which may be spent in any day or week, as the case may be, in employment and further education combined.

(6) They recommend that Local Education Authorities should establish advisory committees, including representatives of employers, workpeople and teachers, to assist them in the organisation of their Continuation School work.

The Board hope, however, to deal with this subject in the near future.

Proposals to carry out some of these recommendations were included in the Bill introduced by Mr. Runciman in 1911, but, owing to the time occupied by the passing of the Parliament Act, were not proceeded with.

Agricultural Education.—Agricultural Education being aided by Grants from the Board of Agriculture as well as from the Board of Education, and the respective spheres of the two Boards in the field of Agricultural Education not having been clearly defined, some overlapping of the work of the two Boards resulted. The two Boards accordingly agreed upon arrangements which were embodied in a Memorandum issued jointly by them in September, 1909. The Memorandum defined the spheres of the two Boards in respect of the payment of grants for, and

the inspection of, Agricultural Education of different grades. This arrangement was modified in January, 1912, by a further Memorandum, under the terms of which all responsibility for Farm Institutes was transferred to the Board of Agriculture, that Department now administering all sums provided out of the Development Fund for the furtherance of Agricultural Education.

The Inter-Departmental Committee of officers of the two Boards appointed under the earlier Memorandum still meets for the consideration of questions affecting Agricultural Education. The Rural Education Conference of representatives of leading agricultural organisations and others specially competent to deal with this subject was established at the same time. The Conference meets twice yearly, and lays the results of its discussions before the two Boards. During 1911 and 1912 it presented, among other matters, reports dealing with (a) a suggested type of agricultural school, (b) the consolidation of rural schools, (c) courses in agricultural colleges, and (d) the co-ordination of rural education.

Medical Inspection of children in Public Elementary Schools is provided for by Section 13 of the Education (Administrative Provisions) Act, 1907. This Section of the Act came into force on the 1st January, 1908, and the experience of the Board since that date has confirmed their belief in the soundness of the principles which they have adopted.

As in past years, the inspection of children admitted to and leaving school only is required. It appeared to the Board that the interests of medical inspection would be best served by leaving Local Education Authorities time to perfect the organisation of their School Medical Staff rather than by requiring the inspection of a third group of children, though it should be stated that in 1910 about 100 Local Education Authorities had been able to include the examination of this third group of children in the operations of their Medical Staff. A few Urban Authorities have already examined all the children on the roll.

Considerable progress has been made towards completing the machinery for medical inspection. School Medical Officers have been approved by the Board in nearly all of the educational areas in England and Wales, and in more than two-thirds of these areas the School Medical Officer is also Medical Officer of Health.

The action of the Board of Education in this direction has received the support of the Local Government Board, who issued in July, 1911, a Circular to County Councils urging the desirability of utilising the services of the District Medical Officer of Health for this purpose, thus securing the advantage which arises from the employment of officers devoting the whole of their time to the work of Public Health.

This constitutes a great step towards securing the co-operation between the School Medical Service and the Public Health Service, and is a matter to which the Board of Education attach great importance.

Of the 943 medical officers engaged in 1911 in School Medical Service, 75 were women doctors.

Schemes for medical inspection have already received the approval of the Board in nearly all areas. In the rapidity with which the system has been extended to all parts of the country and in the development of

an organisation capable of co-ordinating the experience thus acquired, the progress made in England during the last few years has been unparalleled in any European country.

Further, a considerable number of authorities have taken advantage of the powers conferred on them (Section 13 (1) (*b*) of the Act of 1907) to make arrangements for attending to the health and physical condition of the children. These arrangements include (*a*) the employment of school nurses for treatment purposes (sanctioned in the case of 47 authorities—expenditure about £1,850); (*b*) provision of spectacles (sanctioned in the case of 70 authorities—expenditure about £1,000); (*c*) contribution to hospitals (sanctioned in 34 cases); (*d*) establishment of School Treatment Clinics (sanctioned in 30 cases); (*e*) establishment of Dental Clinics or other provision for treatment of defective teeth (16 cases).

It is impossible at the present time to form any accurate estimate of the amounts expended on these two last services. In future years it will be possible to state the amount, seeing that the Board have set aside the sum of £60,000 during the year 1912–13 to assist the Local Education Authorities in meeting these expenses. Regulations have been issued by the Board determining the conditions under which these grants will be made.

Provision of Meals to necessitous school children.—A considerable number of Local Authorities have taken advantage of the Education (Provision of Meals Act, 1906), and the Board have already issued those statements showing the extent to which the Act had been adopted in the years 1908–9, 1909–10 and 1910–11. In the first year, School Canteen Committees were established by 113 Local Education Authorities, which number increased in the following years to 128. Expenditure on the provision of food under Section 3 of the Act was sanctioned by the Board in the case of 85 authorities in 1908–9, of 96 authorities in 1909–10 and of 100 authorities in 1910–11. The amount expended out of the rates under this section was £41,089 in 1908–9, £81,728 in 1909–10 and £89,609 in 1910–11. The total cost to the rates (including share of administration expenses, &c.) was £72,333, £134,105, £153,568 respectively for the three years. The large increase in 1909–10 is due to the fact that in that year the Act was in operation in London throughout the whole of the year instead of for three months only, as had been the case in 1908–9. Meals can only be supplied out of public funds during such times as the children are in actual attendance at schools. A Bill was introduced by Mr. Jowett to extend the provision to the holidays. The Government expressed their sympathy with the objects of the Bill.

Physical Training.—The Board have issued a new Syllabus of Physical Exercises, based on Swedish principles, for use in Public Elementary Schools.

The Board have strengthened their Inspecting Staff by the addition of two men and three women Inspectors who are experts in the subject of Physical Training. With a view to placing Physical Training in its proper relation with Medical Inspection, and making other provisions for the amelioration of the health of children in Public Elementary Schools,

the staff of Inspectors of Physical Training has been placed under the control of the Board's Chief Medical Officer, who will organise and direct their work and will advise the Board generally in all matters relating to this subject. It is hoped that a very general development of Physical Training on scientific and practical lines may ensue.

Lessons on Temperance.—The Board have issued a Syllabus of Lessons on "Temperance" for scholars attending Public Elementary Schools, which deals with such simple and broad facts relating to this subject as may usefully be taught to children. It is intended that this Syllabus shall be adopted for the teaching of Temperance in the schools not only by members of the regular staff but also by all peripatetic teachers belonging to the various Temperance Societies and Organisations authorised from time to time to teach in Public Elementary Schools.

Teaching of Hygiene.—A Syllabus in Hygiene has been drawn up for use in the Training Colleges for Teachers in Public Elementary Schools. This subject is now a compulsory part of the course for all teachers in training. Hygiene is also an optional subject for candidates presenting themselves for the examination for the Board's Certificate.

Choice of Employment Act.—This measure, which was passed in November, 1910, enables Local Authorities to make arrangements, subject to the approval of the Board of Education, to give assistance to boys and girls under 17 with respect to the choice of suitable employment. Under a previous Act, the Labour Exchanges under the supervision of the Board of Trade were authorised to establish Juvenile Departments of the Exchanges. The two Boards have co-operated so as to secure that their respective functions in these matters may be discharged in such a manner as shall most conduce to the effective assistance of those children whose interests they are both concerned to promote. A number of authorities have consulted the Board, and schemes have been approved for 41 local authorities; a number of others are awaiting formal sanction, the details having been approved. It is hoped by this means to have more regard to the educational interests of the children who leave the Elementary Schools and to lessen the number of those who enter "blind alley" employments.

Training Colleges.—Important changes were introduced in the 1907-08 Regulations, providing that no qualified student may be refused admission to a Training College on grounds connected with religious belief or social status. Under these Regulations any duly qualified student would be eligible for admission so far as accommodation was available.

In 1908 the Regulations were so far modified as to require the Training Colleges in that year to afford a Conscience Clause up to 50 per cent. of the places vacant in the Colleges. This modification has since been continued.

Building Grants up to 75 per cent. of the cost are now offered from Exchequer Funds to Local Authorities who are willing to undertake the provision of new Colleges under public management with freedom from

denominational restrictions. The total amount expended in Building Grants to Local Education Authorities or to Universities for the provision of Hostels, since April 1st, 1909, has been £235,478. Twenty-five new non-sectarian Colleges provided by Local Authorities, with accommodation for 4,692 students, have already been sanctioned by the Board, twenty of which have already been opened. The provision of these additional Training Colleges is making it possible for the Board to introduce much-needed reforms in the staffing of Public Elementary Schools by requiring the employment of additional trained teachers.

In order to enable the students in training at Universities and University Colleges to enter more fully into the life of the Institution of which they are members, the Board have made building grants towards the establishment of hostels, provided that a definite number of places are reserved for teachers in training. The desire to secure for students attending a University full participation in all the advantages a University has to offer, has led the Board to establish a four years' course of training, in which the first three years are devoted almost exclusively to academic study, the last entirely to professional work. The relief from the over-pressure which the three years' system inevitably entailed, is considered a sufficient justification for the increased expenditure.

Secondary Schools.—An additional sum of £250,000 has been voted by Parliament in respect of Grants for Secondary Education. The additional money which has thus been placed at the Board's disposal has enabled them to make a considerable increase in the scale of grant previously in force. The Board have used this opportunity to secure that all Secondary Schools aided by the State shall be accessible to all scholars who are qualified to profit by the instruction they give. A proportion of school places, which is ordinarily not less than 25 per cent. of the total number of scholars admitted, must in future be open, without payment of fees, to scholars from Public Elementary Schools who have proved by a qualifying examination that they are fit to profit by the education given in the school. Grant on the higher scale is paid only on condition that the teaching staff shall be free from denominational tests and the scholars from any compulsion to receive denominational instruction, and that the Governing Body shall contain a majority of representatives elected by popular constituencies. To meet the requirements of certain schools in receipt of grant previously to the introduction of these Regulations, power was taken to waive these requirements where the Board were satisfied that this course might be adopted with advantage to the educational needs of the district. No further applications for waiver will be entertained.

Examinations in Secondary Schools.—The Board of Education referred the following question to the consideration of the Consultative Committee :—"The Committee are desired to consider when " and in what circumstances examinations are desirable in Secondary " Schools (a) for boys and (b) for girls. The Committee are desired " to consider this question under the following heads :—

- " (i.) Examinations at entrance to school.
- " (ii.) Examinations during school life.
- " (iii.) Examinations at leaving school."

In their exhaustive Report, after noting the evils arising from the multiplicity of the examinations and from the absence of any machinery for determining and co-ordinating their varying standards, the Committee point out the restrictive influence which these examinations have exercised on curricula, on methods of teaching, and on educational experiments. They also show how important aspects of school life are left untouched by the system of external examinations, and how little place is given to the teacher. As the cardinal principle of reform, they urge a closer connection between inspection and examination ; and suggest, further, a reduction in the number of examinations taken by any one school, and the award, under the guarantee of the Board of Education, of a certificate at the age of 16, which should be evidence of a sound liberal education. In the case of pupils who remain at school till 18 or 19, a further certificate would be awarded on a higher standard and on a more specialised course of study.

The alternative plans of reorganisation which were discussed by the Committee were :—

- (a) A system of external examinations controlled by provincial authorities.

This plan was rejected because the lines of local organisation implied in this plan would not coincide with those already existing for any local purpose.

- (b) A general system of examinations conducted by the Board of Education.

This scheme was dismissed as too dangerous, and as calculated to produce a mechanical uniformity which might be forced on all schools.

- (c) A system of examinations conducted under the authority of a widely representative Council working in close co-operation with the Board.

This solution is the one favoured by the Committee. The Council, it is suggested, should consist of representatives of (a) the Universities, (b) the Local Education Authority, (c) the professions, (d) the teachers in different types of schools, (e) the Board of Education, (f) persons with practical experience of industrial and commercial life. This Council would supervise the conduct of the examinations by other bodies rather than conduct them itself.

The Committee have not worked their scheme in detail, but suggest as a first step towards the realisation of their plan that the Board should invite the various examining bodies to meet in conference.

Since receiving the Report the Board have given much consideration to the matter, which involves such complex issues and touches so vitally the interests of all secondary schools.

Teachers' Registration Council.—Under Section 16 of the Education (Administrative Provisions) Act, 1907, the obligation to maintain the register of teachers established under the Board of Education Act, 1899, was removed, but power was given to frame an Order in Council constituting a new Registration Council representative of the teaching profession. After protracted discussions, sufficient unanimity among the various associations of teachers was attained to admit of the preparation of a scheme. The scheme was embodied in an Order in

Council of 29th February, 1912. The Order establishes a Council of 44 ordinary members, 11 appointed by the Universities of England and Wales, 11 by associations representative of the elementary school teachers, 11 by associations of secondary school teachers, and 11 by various groups of teachers of technical subjects. Power is given to elect an outside chairman. The duty of the Council is that of forming and keeping a register of such teachers as shall satisfy the conditions of registration established by the Council. Subject to certain provisions as to the consultation of certain bodies of teachers, the Council, which was constituted in July, 1912, can impose any conditions it likes.

University Education.—Through the Grants which they paid for technological work and for the instruction and training of teachers for Elementary Schools, the Board had, ever since its first creation in 1899, been brought into contact with the University Colleges of the country. With the development of many of these Colleges into independent Universities, considerable inconvenience was experienced in dealing with these institutions under the ordinary administrative regulations of the Board, which were drawn up to suit the conditions of institutions not possessing the autonomy, responsibility and prestige of the Universities. The consideration, combined with the development of a system of Grants to Medical Schools, led the Board to establish in April, 1910, a Universities Branch within their administration. In the following year the responsibility of administering the Exchequer Grants for Universities and University Colleges was transferred from the Treasury to the Board of Education, which (apart from certain exceptions, *e.g.*, Grants for Higher Agricultural Education) is now charged with the duty of administering all the State Funds available for this grade of education. At the same time the amount available for distribution was increased by £50,000. To assist them in securing a right allocation of the moneys at their disposal between the Universities and University Colleges, the Board have appointed a strong Advisory Committee. In July, 1911, the Board issued a statement concerning the Grants available for aiding the technological and professional work in Universities. The methods of calculating the amount of Grant have been made as simple and as little restrictive of the University freedom as is consistent with a proper regard for the interest of the State.

Imperial College of Science and Technology.—A most important step has been taken by the establishment of an Imperial College of Science and Technology for the purpose of giving the highest specialised instruction and providing the fullest equipment for the most advanced training and research in various branches of science, especially in its application to industry.

Welsh Department.—A Welsh Department, with a Secretary and Staff, has been set up to deal with all educational matters relating exclusively to Wales. The Principality has always stood in a special position in regard to Education, and the creation of the new Department, by placing the Welsh administration in the hands of Welshmen peculiarly qualified to deal with it, is expected to do much to promote educational efficiency.

Victoria and Albert Museum.—The new buildings were opened by King Edward VII. on the 26th June, 1909. In view of their approaching completion, the Board, in February, 1908, appointed a small Committee of Rearrangement to prepare a scheme of arrangement for the whole of the Art Collections. The Committee were requested to consider the interests, primarily, of those interested in the commercial manufacture of objects lending themselves to artistic treatment, *e.g.*, craftsmen, designers, manufacturers and students; and, secondly, of those interested in Art without regard to its relation to industrial production. A complete rearrangement of the Collections in eight departments, in accordance with the suggestions of the Committee, is now in progress and is well advanced. Important additions have been made to the Staff of the Museum, and considerable changes in the distribution of the Staff have been carried out. Arrangements are being made to secure the more effective use of the supplementary Collections intended for loans to Provincial Museums and Schools of Art. In January, 1913, the Board appointed an Advisory Council for the Museum, to advise them on questions of principle and policy arising from time to time.

Science Museums.—The necessity for providing more adequate accommodation for the existing collections of the Science Museum was urged on the Board by an influential deputation from the Universities and learned Societies in July, 1909. In March of the following year the President of the Board appointed a Departmental Committee to advise the Board as to the educational purpose which such collections might best serve, as to the lines on which the collections should be arranged and developed, and as to the special characteristics the new buildings to house the collections should possess. The Committee presented an interim report in July, 1910, and a further report in March, 1911; at each of these stages questions as to the site and distribution of the proposed building had to be determined before the Committee could proceed to consider in detail the plans and arrangements of the new building. It has been definitely decided that the new buildings shall occupy the site to the north of the Natural History Museum, and that the offices of the Geological Survey and Geological Museum shall form a link between the Science Museum and the Natural History Museum on the eastern side. Towards the expenses of this new building the 1851 Commissioners have promised a contribution of £100,000. In January, 1913, the Board appointed an Advisory Council for the Science Museum, to advise them on questions of principle and policy arising from time to time.

Under the London Institution (Transfer) Act the Government are acquiring the premises of the London Institution for the purpose of a School of Oriental Studies. The need for the establishment of such a School, in view of the extent of our commercial and other interests in the East, is undisputed.

THE EDUCATION QUESTION.

On the 6th August, 1912, the Royal Assent was given to an Act to amend the Elementary School Teachers Superannuation Act, 1898, by which the rate of Superannuation Allowances of 10s. provided by the

State under the Act of 1898 for each year of recorded service was raised to £1, and the rate of Disablement Allowances of £1 for men and 13s. 4d. for women for each year after the first ten were raised to £1 10s. and £1 respectively.

The President of the Board of Education has also appointed a Departmental Committee, presided over by the Hon. E. S. Montagu, the Parliamentary Secretary of the India Office, to advise him whether the money at his disposal will be exhausted by the amendments made by the Act, and, if not, to consider various proposals for improving the system so as, *inter alia*, to enable the benefits to be extended to Teachers who have already retired under the 1898 Act for the money which became available, and to enable Teachers who did not accept the Act to do so if otherwise qualified.

The President also asked the same Committee to make a further inquiry relating to the establishment of a system of Superannuation for Teachers in Schools and Institutions (not being Elementary Schools or Universities or University Colleges) which are aided by Grants from the Board of Education.

1. The Bill of 1906.—This Bill, embodying the first attempt of the Government to deal with the Education Question, was introduced in the House of Commons by Mr. Birrell on April 9th, and was sent up to the House of Lords on July 30th.

Its main provisions, as it left the House of Commons, may be summarised as follows:—It placed all Public Elementary Schools under popular local control, while at the same time affording generous facilities for denominational instruction. Special arrangements were made under Clause 4 of the Bill for schools of a homogeneous character, whereby, on the request of four-fifths of the parents in any school in an urban area, where alternative accommodation was available, denominational instruction of the character desired by the parents was permissible on every school-day in the week by the regular teachers of the school. In no school might the denominational instruction be paid for out of public money or be given by the teachers employed in the school except in the case of a school under Clause 4, and then only if the teacher was willing and was permitted by the Local Authority to do so. Three Commissioners were to be appointed to arrange terms for the transfer of Voluntary Schools held under educational trusts where the owners were unable to come to a voluntary arrangement with the Local Authority.

A large number of minor provisions were included, most of which were reintroduced in the Administrative Provisions Bill which became law in 1907.

In the House of Lords extensive and fundamental amendments were introduced completely altering the complexion of the Bill and in direct conflict with the principles on which it was based. In spite of the attempts of the Government to find a basis of compromise, it was found to be impossible to arrive at an agreement without abandoning the cardinal principles to which the Government were determined to adhere, and the Bill was withdrawn. It may be mentioned that the rejection of the Lords' Amendments was carried in the House of Commons by the unprecedented majority of 309.

2. **The Bill of 1907.**—Mr. McKenna introduced a short interim measure, which was not intended to be a settlement of the controversy, but was designed to afford a temporary remedy for the grievances of Passive Resisters. It was proposed that one-fifteenth of the salaries of all teachers employed in giving denominational instruction should be refunded by the Managers to the Local Education Authority. The Prime Minister was subsequently able to promise Parliamentary time in 1908 for the consideration of a comprehensive Education Bill, and the measure was accordingly withdrawn.

3. **The Bills of 1908.**—The first Bill was introduced by Mr. McKenna on February 24th, and passed its Second Reading in the House of Commons on May 20th. It provided that rate-aid should be limited to schools provided by a Local Education Authority, and that no teacher should be subjected to a religious test or required to give Religious Instruction. Voluntary Schools held under Educational Trusts in Single School areas were to be compulsorily transferred to the Local Education Authority, with facilities, if desired, for denominational instruction on three mornings in the week, the instruction to be given by teachers other than the regular teachers employed in the school. A safety valve in the form of contracting-out was admitted for the benefit of those schools which were unable to conform to the requirements of the National System, by which existing Voluntary Schools in other than Single School parishes might receive an Exchequer Grant of 47s. per child—but no rate-aid—provided they complied with the standard of efficiency required by the Board of Education for Council Schools.

During the summer and autumn protracted negotiations took place between the Government and the Archbishop of Canterbury, as a result of which a new Bill was introduced by Mr. Runciman on November 20th which it was hoped would result in an agreed settlement. Generous concessions were made to the demands of Denominationalists—concessions in which the Government could only have acquiesced as the price of obtaining a general agreement. An effective right of entry was given to Council Schools; assistant teachers and existing head teachers were permitted to volunteer to give denominational teaching; substantial rent was to be payable for all transferred Voluntary Schools; the grant for contracting-out schools was raised from 47s. to about 50s. The Bill was read a second time in the House of Commons, and some progress was made in Committee. It then became apparent that the concurrence of the Church could only be obtained by such an increase in the grant to contracted-out Schools as would enable a majority of urban Church of England Schools to contract-out of the system, and that a large body of opinion in the Church, voiced by the Representative Church Council, was averse to a settlement on terms which the Government could accept. It, therefore, became necessary to withdraw the Bill.

4. **The Bill of 1911.**—Since that date no opportunity has offered itself of renewing the attempt to find a solution by consent. In 1911 Mr. Runciman introduced a Bill to modify the law as to compulsory attendance at school. The Bill proposed to abolish altogether the existing half-time system, and to enable Local Education Authorities to enforce attendance at Continuation Classes. All children, without

exception, were to attend school up to the age of 13. After that age two alternatives were offered to the child :—

- (a) Continued attendance at the day school up to the age of 14 (or 15 if the Local Education Authority so determined by local bye-law.)
- (b) Exemption from day school attendance at the age of 13, accompanied by the obligation to attend Continuation Classes (for at least 120 hours in twelve months) up to the age of 16.

Owing to the pressure of time, this Bill was withdrawn.

The Prime Minister stated on February 29th, 1912, in a letter addressed to Mr. Meyer, that it was the intention of the Government to proceed next Session with an Education Bill which he trusted would be satisfactory to those on whose behalf Mr. Meyer wrote.

LEGISLATION.

1907.

Education (Administrative Provisions) Act.—Provides for the medical inspection of children in elementary schools. Gives power to local authorities to make arrangements for medical treatment, and further power to provide play centres and vacation schools. [Cap. 43.]

1908.

Endowed Schools (Masters) Act.—The object of this Act was to remove certain difficulties which had become acute in consequence of the Judgment of the Court of Appeal in the case of *Wright v. Zetland* in connection with the tenure of Assistant Masters and Mistresses in Secondary Schools. The Act makes it clear that Assistant Teachers are the servants of the Governing Body, and gives them the right to reasonable notice prior to dismissal. [Cap. 39.]

1909.

Education (Administrative Provisions) Act.—Amends and simplifies the law as to the procedure of Local Education Authorities in exercising powers conferred upon them since 1902, in dealing with the management of Secondary Schools and the establishment of Joint Schools, with land held for educational purposes, and with the enforcement of the law of school attendance in the case of defective children. [Cap. 29.]

1910.

Education (Choice of Employment) Act.—Authorises County Councils and County Borough Councils to make arrangements for giving assistance to boys and girls under 17 years of age as to the choice of suitable employment. Non-County Boroughs and Urban Districts (being Authorities under Part III. of the Education Act of 1902), may enter into arrangements with the County Council for co-operation with that body in this work. [Cap. 37.]

1911.

Education (Administrative Provisions) Act.—Enables the Board of Education to make contribution orders in respect of children by one authority who are attending schools of another contiguous authority. Plans of school buildings approved by the Board are exempted from the operation of building bye-laws. [Cap. 32.]

1912-13.

Elementary School Teachers Superannuation Act, 1912.—Provides that the rate of Superannuation Allowance payable under the Elementary School Teachers Superannuation Act, 1898, in respect of each year of recorded service shall be raised from 10s. to £1, and the rate of Disablement Allowance (in respect of each year of service after the first ten) from £1 for men and 13s. 4*l.* for women, to 30s. and £1 respectively. [Cap. 12.]

London Institution (Transfer) Act, 1912.—Provides for the transfer to the Commissioners of Works of certain property of the London Institution for the purposes of a School of Oriental Studies, and for the dissolution of the Institution. [Cap. 13.]

FOREIGN OFFICE.

<i>Secretary of State</i>	-	{ THE RT. HON. SIR EDWARD GREY, Bart., K.G., M.P. (1905.)
<i>Parliamentary Under Secretary of State</i>	-	{ THE RT. HON. LORD FITZMAURICE (1905-8.) THE RT. HON. T. MCKINNON WOOD, M.P. (1908-11.) F. D. ACLAND, Esq., M.P. (1911.)
<i>Permanent Secretary</i>	-	{ THE RT. HON. SIR CHARLES HARDINGE, G.C.M.G., G.C.V.O., C.B., I.S.O. (1906-10.) [Lord Hardinge of Penshurst.] THE RT. HON. SIR ARTHUR NICHOLSON, Bart., G.C.B., G.C.M.G., G.C.V.O., K.C.I.E. (1910.)

ADMINISTRATION.

The Foreign Office differs from all the other Departments, inasmuch as it is not a legislative Department at all, and only incidentally, and to a small extent, an administrative one.

In administration, on the recommendation of a small Committee, a change has been made in the position of Commercial Attachés, who, with a view to keeping in closer touch with commercial matters in this country, are now spending a portion of every year in the Foreign Office and Board of Trade, and the rest of their time in visits to Chambers of Commerce here, and in tours of observation through commercial districts abroad.

The principal work, however, of the Foreign Office, as is well known, is purely political; the record and measure of its success are to be found in His Majesty's most gracious speeches from the Throne proroguing Parliament in each of the years 1906 to 1913, in which we are informed that the relations of His Majesty with Foreign Powers continue to be friendly. In this short and pregnant sentence is to be found the achievement of the object for which the Foreign Office exists.

As a record of work done under the present Administration, and of the removal of some possible causes of misunderstanding, we may mention the following Agreements:—

The Algecinras Agreement with regard to Morocco;

The Anglo-Russian Agreement with regard to Persia, Tibet and Afghanistan;

The Agreement with the French Government regarding the New Hebrides ;

The Agreement with the Governments of France and Spain as to the *status quo* in our respective interests in that part of the Mediterranean and Atlantic with which both countries are concerned ;

The Agreement with the Governments of France, Germany, the Netherlands, Sweden and Denmark, as to the *status quo* in our respective interests in the North Sea ;

The Convention arising out of the Second Peace Conference at the Hague ;

The Declaration of London arising out of the International Naval Conference of 1909 ;

Boundary Treaties delimiting our frontiers with the Governments of France, Germany, the United States, Turkey, Abyssinia, and the Congo State ;

The General Arbitration Convention between the United Kingdom and the United States, and the renewal of General Arbitration Treaties with the Governments of France, Germany, Italy and Spain ;

The Agreement with the United States for the submission to arbitration of questions relating to Fisheries on the North Atlantic Coast ;

The Treaty with the United States respecting Boundary Waters ;

The Treaty with Siam respecting the settlement of various questions affecting both countries ;

International Conventions dealing with Copyright, the use of White Phosphorus, Wireless Telegraphy, and various Postal and Telegraphic reforms ;

The Agreements with the Governments of France, Germany, Portugal, Spain and the Congo State, putting further restrictions on the importation of arms into Equatorial Africa ;

The Agreement with the French and Italian Governments for the maintenance of the *status quo* in Abyssinia, and for the regulation of the traffic in arms on the Somali Coast ;

The Conference at Brussels, to revise the regulations instituted under the Brussels Act for the restriction of the Liquor Traffic in Africa ;

The Conference at Shanghai for the regulation and ultimate suppression of the Opium Traffic, and the Opium Agreement with China arising therefrom ;

The withdrawal from the Sugar Convention ; and

Commercial Treaties with various Countries.

CONSULAR SERVICE.

Consultations have recently (1912) taken place between the Secretary of State for Foreign Affairs and the Canadian Minister of Trade and Commerce regarding arrangements for the establishment of more intimate relations between the British Consular Service and the Dominion of Canada. As a result of these consultations, a scheme has been drawn up which should materially assist the trade and commerce of the Dominion with foreign countries. The Secretary of State has expressed his willingness to facilitate the establishment of similar schemes with the other self-governing Dominions, if they so desire.

LEGISLATION.

1912-13.

Marriages in Japan (Validity) Act.—The object of this Act was to remove doubts as to the validity of certain marriages (between British subjects) solemnized in the Empire of Japan. [Cap. 15.]

Seal Fisheries (North Pacific) Act.—This Act makes such provisions with respect to the prohibition of catching seals and sea otters in certain parts of the Pacific Ocean as are necessary to carry out a Convention recently entered into between Great Britain, the United States of America, Japan and Russia. [Cap. 10.]

THE GOVERNMENT'S FOREIGN POLICY.

We now give a few extracts from Ministerial speeches and Declarations on Foreign Affairs which indicate briefly the lines upon which the Foreign Policy of His Majesty's Government proceeds:—

1.—GENERAL.

Sir Edward Grey (*House of Commons, November 27th, 1911*).

“One does not make new friendships worth having by deserting old ones. New friendships by all means let us make, but not at the expense of the ones we have. I desire to do all I can to improve the relations with Germany. . . . But the friendships which we have have lasted now for some years, and it must be a cardinal point of improved relations with Germany that we do not sacrifice one of these, and what I desire—and what I hope it may be possible to have . . . is that the improved relations may be such as will include, not only ourselves, but those who are our friends.”

Mr. Asquith (*House of Commons, November 27th, 1911*).

“We have no sort of quarrel of any kind with any of the Great

Powers of the world. The first of all British interests to-day remains, as it has always been, the peace of the world, and to the attainment of that great object our diplomacy and our policy will still in single-mindedness be directed."

Sir Edward Grey (*House of Commons, July 10th, 1912*).

"The starting-point of any new development in European foreign policy is the maintenance of our friendship with France and Russia. Taking that as our starting-point, let us have the best possible relations with other countries, and when we see either France or Russia coming to an agreement with another great European Power and being on good terms with it, as was emphasised by the meeting between the Russian and German Emperors the other day, we have every reason to congratulate ourselves.

"I have always felt that though there may be separate groups, they need not necessarily be in opposing diplomatic camps. Our relations with the German Government at present are excellent. We are perfectly frank with each other about all questions of mutual interest, and I believe that when questions come up, whether they be, for instance, in connection with our respective interests in South Africa, or whether they be in connection eventually with the Baghdad Railway, both Governments are convinced that their mutual interests can be perfectly reconciled."

2.—ARBITRATION.

Sir Edward Grey (*House of Commons, March 13th, 1911*).

"My attitude is one of encouragement, and even if our hopes may not be realised in our time, that is no reason why we should not press forward in the direction in which we see a possible means of relief. What is impossible in one generation may be possible in another. It is rendered more possible in another by the fact that one generation presses in that direction, even though it fails to attain the goal. The great nations of the world are in bondage—in increasing bondage—at the present moment to their armies and navies, and it does not seem to me impossible that in some future years they may discover, as individuals have discovered, that law is a better remedy than force, and that all the time they have been in bondage to this tremendous expenditure, the prison door has been locked on the inside."

Sir Edward Grey (*House of Commons, July 25th, 1912*).

"There are forces at work which in time, I think, will have their effect upon this expenditure on armaments and in diminishing the prospects of war. I hope that public opinion—by which I mean international public opinion—will steadily solidify and harden in favour of appeals to another tribunal than that of force in international disputes. I think also that the increasing financial interdependence between nations will make itself felt, and that, as armaments increase, it will be more and more brought home to people that to use for war the enormous machinery which has been created for war is bound to produce a financial catastrophe even to the victor. All that, I hope, will make itself more and more felt."

3.—PERSIA AND THE ANGLO-RUSSIAN AGREEMENT.

Sir Edward Grey (*House of Commons, February 21st, 1912*):

“I never regarded that Agreement—and I would not have made it if I had—as an extension of our responsibilities. I regarded it as a limitation of our action rather than an extension, and as a corresponding limitation on Russian action also. It was a mutual Agreement limiting the action of the two Governments—the Russian and the English Government respectively. That was the main object and purpose of the Agreement.”

Sir Edward Grey (*House of Commons, July 10th, 1912*).

“In judging the state of things in Persia, you really have to consider not whether the Anglo-Russian Agreement has brought about a perfect state of things, but whether it has made things better or worse than they would have been if no such Agreement had existed.

“You have to bear in mind that in Russian opinion before this Agreement her influence was supreme in Persia, and that in the chaos which succeeded in Persia her Government might and would, but for the Anglo-Russian Agreement, have made its influence still more supreme at Teheran than it ever had been before. She might practically have annexed the North of Persia. She might have pursued from that basis a forward policy of railways, and so forth, towards our Indian frontier. Under the Anglo-Russian Agreement the Russian Government has given up the forward policy which it did pursue and which it might have pursued in that part of Asia, or at any rate which some people thought it might have pursued before the Agreement was made. From that point of view the Agreement has been to Russia a self-denying ordinance with regard to that policy, and they want to know what they have gained.

“When you look at the Agreement as a whole, and when you consider all the trouble there has been, what would have happened, not in Persia only, but in regard to the general relations between Russia and Great Britain, if the Agreement had not been in existence? I say the maintenance of that Agreement is more than ever necessary.

“The state of things with which we have to deal in Persia to-day, unsatisfactory as it is I admit, is as nothing compared with the complications that would have arisen if there had been no such Agreement. But for that we should have had no guarantee that the Russian influence in the North of Persia would not have been used for a further forward policy of railways and so forth towards the Indian frontier in a way that might have been most inconvenient to us. But for that Agreement, Russia would have been constantly under the misapprehension that we in Southern Persia were going to take advantage of the chaos and the situation to prejudice her interests, and the old state of suspicion, of intrigue, of squabble, which used to exist between Great Britain and Russia would have been intensified manyfold under the present condition of affairs. Instead of that, however much we may differ as to the merits of the Agreement, there has never been for a moment any suspicion on either side that either Russia or Great Britain has been attempting to

exploit the situation in Persia to the disadvantage of the other. The fact that that has been so has not only been in the interest of the two countries, but has also been in the interests of peace."

4.—SECRECY.

Sir Edward Grey (*House of Commons, November 27th, 1911*).

"There may be reasons why a Government should make secret arrangements if they are not things of first-rate importance, if they are subsidiary to matters of great importance. But that is the very reason why the British Government should not make secret engagements which commit Parliament to obligations of war. It would be foolish to do it. No British Government could embark upon a war without public opinion behind it, and such engagements as there are which really commit Parliament to anything of that kind are contained in treaties or agreements which have been laid before the House. For ourselves we have not made a single secret article of any kind since we came into office."

Sir Edward Grey (*House of Commons, December 14th, 1911*).

"I can assure the House that the motive for secrecy in ninety-nine cases out of a hundred is not to withhold information from the House, but it is the difficulty of giving information to the House without giving it to the world at large, and the knowledge we give to the world at large may cause difficulties abroad which are unnecessary. . . .

" . . . To allege that foreign policy is secret as far as the Government is concerned, that it is something carried on in the dark, not only in the House, but as regards the Cabinet, is absolutely untrue.

"The policy of the Foreign Office is the one Department about the main procedure of which the Cabinet is kept daily informed. . . ."

5.—PUTUMAYO.

Sir Edward Grey (*House of Commons, August 1st, 1912*).

"As far as responsibility for the past is concerned, the British Government, at any rate, have an honourable responsibility in the fact that they have brought this state of things to light, and that but for their action they would not have been brought to light. We have not, of course, a right to send roving commissions of inquiry to different parts of the world where we have no jurisdiction and no treaty rights. In this case it was not until it was represented to us that there were probably, if not certainly, some British subjects who might be sufferers in Putumayo that I felt we were on ground which entitled us to say to the Government of the country that we were sending a British Consul to look after the condition of certain British subjects there. Having done that, when we got the full report of the true state of things, we felt it was something which ought not to be withheld from the knowledge of the world at large. The world ought to know in these days when things of that kind are going on."

6.—CHINA LOAN.

Mr. Acland (*House of Commons, October 9th, 1912*).

“His Majesty’s Government have acted with the Governments of France, Germany, Japan, Russia, and the United States in supporting an international financial group in its negotiations for a loan with China. We have done so because it seemed very desirable that all the Powers most largely and directly interested in China should be in concert and should not compete against each other, each trying separately to get political advantages for itself out of the situation; and because, without such agreement, the result would probably be a series of indiscriminate loans that would impair the Chinese credit and not be to the interest of China itself or of its foreign trade, in which we are so largely concerned.”

7.—THE SUGAR CONVENTION.

Mr. Acland (*House of Commons, August 7th, 1912*).

“I have only, in conclusion, to say that the action that has been taken is justified. We believe that in the main the position of things in future will be summarised in the phrase ‘as you were.’ The Convention will continue, the bounties will not revive, the cane sugar industry will not be disturbed, and the beet sugar growing in this country will have just as good a chance as it has now; but we were bound, when there was an extra 400,000 tons of Russian sugar going that we wanted, with the price going up month after month against our people, to do everything we could to obtain that sugar, and it is undoubted that the announcement of our intention to withdraw had a real effect, and did obtain for us far more of that Russian sugar than would otherwise have been the case. As, of course, it has been our policy ever since 1908 to say that if any country will send bounty-fed sugar we will be glad to take that sugar, we were only following out that policy in the ordinary direct course in making our position in that matter even more certain than before by clearing out altogether. It makes it quite clear to all the world that if we can get cheap sugar, wherever it comes from, we shall be glad to receive it.”

8.—RIGHT OF CAPTURE OF PRIVATE PROPERTY AT SEA.

Instructions to British Delegates at the Hague Conference of 1907.

“It is probable that a proposal will be brought before the Hague Conference to sanction the principle of the immunity of enemies’ merchant ships and private property from capture at sea in time of war. His Majesty’s Government have given careful consideration to this question, and the arguments on both sides have been fully set out in the

various papers which have been at your disposal. They cannot disregard the weighty arguments which have been put forward in favour of immunity. Anything which restrains acts of war is in itself a step towards the abolition of all war, and by diminishing the apprehension of the evils which war would cause, removes one incentive to expenditure upon armaments. It is also possible to imagine cases in which the interests of Great Britain might benefit by the adoption of this principle of immunity from capture.

“But, on the other hand, it must be remembered that the principle, if carried to its logical conclusion, must entail the abolition of the right of commercial blockade. Unless commercial blockade is discontinued, there will be constant interference with an enemy’s ships, and constant disputes as to what constitutes an effective blockade. And when such disputes have once arisen between belligerent Powers, it is obvious that the one which considers itself aggrieved by the application of commercial blockade to any of its ports would cease to respect the immunity of the merchant ships and private property of its enemy, wherever they were to be found. It seems to them, therefore, that it is impossible to separate this question of immunity from capture from that of commercial blockade; and that the question to which His Majesty’s Government have to apply themselves is whether they should agree to a proposal which would deprive the British navy in time of war of the right of interfering with an enemy’s merchant ships or property, and of the power of commercial blockade.

“The British navy is the only offensive weapon which Great Britain has against Continental Powers. The latter have a double means of offence; they have their navies and they have their powerful armies. During recent years, the proportion between the British army and the great Continental armies has come to be such that the British army operating alone could not be regarded as a means of offence against the mainland of a great Continental Power. For her ability to bring pressure to bear upon her enemies in war Great Britain has, therefore, to rely on the navy alone. His Majesty’s Government cannot, therefore, authorise you to agree to any Resolution which would diminish the effective means which the navy has of bringing pressure to bear upon an enemy.

“You should, however, raise no objection to the discussion of this question of immunity from capture at the Conference, nor should you refuse to participate in it, nor need you necessarily take the initiative in opposing a Resolution if brought forward. If at some future date the great Continental armies were to be diminished, and other changes favourable to the diminution of armaments were to take place, the British Government might be able to reconsider the question. If, for instance, nations generally were willing to diminish their armaments, naval and military, to an extent which would materially relieve them from the apprehension of the consequences of war, and by rendering aggression difficult would make war itself improbable; and if it became apparent that such a change could be brought about by an agreement to secure this immunity from capture at sea under all circumstances, and was dependent upon it, the British Government might feel that the risks they would run by adhering to such an agreement and the objections in principle now to be urged against it, would be outweighed by the general

gain and relief which such a change would bring. But at the present time they are unable to assent to a Resolution which might, under existing conditions, so limit the prospective liability of war as to remove some of the considerations which now restrain public opinion from contemplating it, and might, after the outbreak of war, tend to prolong it."

Extract from the Report of the Proceedings at the Hague Conference, 1908. [Cd. 4081.]

"The impossibility of separating the question of immunity from that of commercial blockade, the less cruel character of the stoppage of trade, as compared with the massacres occasioned by war, these appeared to be the determining factors to the British delegation, who, nevertheless, declared that their Government would be prepared to examine the question of the conclusion of an agreement to abolish the right of capture, if such an agreement could promote the reduction of armaments."

Sir Edward Grey (*House of Commons, February 6th, 1908*).

"First of all, let me say, shortly, that as regards the reduction of armaments, I do not for a moment believe that the attitude of the Government on the question of immunity of private property from capture at sea has had the remotest effect on the prospect of the reduction of armaments before the Hague Conference. The House should bear in mind that long before the Conference met, the anxiety of the Government, and their desire in regard to the reduction of armaments being promoted was declared in the House, declared by the Prime Minister in the most explicit terms, declared by me also in a debate in the House in terms not less explicit; and anyone who either heard or read that speech cannot doubt the earnestness of the Government with regard to the question of the reduction of armaments.

"We made our views known long before the Conference, and it was known that this question of immunity from capture would be raised. Why did not the other Powers raise the point then? We had no indication from any Power that on this question of capture turned the question of reduction of armaments, or that their disposition with regard to armaments would be in any way affected by it. If that was so, and if no other Power gave an indication that they regarded it as a material point in the reduction of armaments, then, I think, it is an assumption not fair to His Majesty's Government to put on them the responsibility for not getting a better response from the other Powers. Those who have read the instructions to the Hague delegates to the end—not merely the first two paragraphs—will realise that His Majesty's Government have left the door open to them or to their successors to reconsider this question, should there be a real indication on the part of the Powers generally that it is likely to become a material point in effecting such a reduction of armaments as would really tend to diminish the apprehension of war. But until a Conference does meet, in which it is apparent from the declared opinions of other Powers that reduction of armaments may make such progress as that, till then we have to consider the situation as it is to-day."

HOME OFFICE.

<i>Secretary of State for the Home Depart- ment - - - - -</i>	{	THE RT. HON. H. J. GLADSTONE, M.P. (1905-10.) [Viscount Gladstone]
		THE RT. HON. WINSTON LEONARD SPENCER CHURCHILL, M.P. (1910-11.)
		THE RT. HON. REGINALD MCKENNA, M.P. (1911.)
<i>Parliamentary Under Secretary of State -</i>	{	THE RT. HON. HERBERT SAMUEL, M.P. (1905-9.)
		THE RT. HON. C. F. G. MASTERMAN, M.P. (1909-12.)
		ELLIS J. GRIFFITH, Esq., K.C., M.P. (1912.)
<i>Permanent Under Secretary - - -</i>	{	SIR MACKENZIE D. CHALMERS, K.C.B., C.S.I. (1903-8.)
		SIR EDWARD TROUP, K.C.B. (1908.)

ADMINISTRATION.

INQUIRIES.

Royal Commissions have been appointed to inquire into:—

(*Mines and Quarries*)—numerous questions relating to the health and safety of those employed in Mines and Quarries. Three Reports have been issued; the first dealing with the establishment of Rescue Stations; the second, which is the main Report of the Commission, with most of the other questions referred to the Commission, so far as regards Coal Mines; and the third with Ventilation and the treatment of Pit Horses and Ponies. So far as regards Metalliferous Mines and Quarries, the powers of this Commission have now passed to the Royal Commission on:—

(*Metalliferous Mines and Quarries*)—various questions of Health and Safety of persons employed in Metalliferous Mines and Quarries.

(*Vivisection*)—the practice of subjecting live animals to experiment, and whether the law in this respect needs amendment. The Report of this Commission was published in 1912.

(*Metropolitan Police*)—the duties of the Police in dealing with cases of drunkenness, disorder and solicitation in the streets. This Commission has reported.

(*Justices of the Peace*)—the steps to be taken to facilitate the selection of the most suitable persons.

Special Commissioner sent to Australia and New Zealand to investigate results of legislation there on the Sweating System and Early Closing of Shops. The Commissioner has reported, and his Report has been published.

Commissioner appointed to hold an Inquiry respecting the conduct of the Police of the city of Liverpool in connection with the sectarian disturbances in that city.

Commissioner appointed to hold various Inquiries with regard to the extension of the Particulars Section of the Factory and Workshops Act. See p. 92.

A Committee of Experts (assisted by a Consultative Committee) has been appointed to direct an experimental Inquiry into the question of the prevention of Coal Dust Explosions in Mines.

Select Committees have been appointed to inquire into, and have reported on :—

(*Juvenile Smoking*)—the question of juvenile smoking and its effect on the physical condition of children, and what legislation is required on the subject. (Select Committee of the House of Lords.)

(*Sunday Trading*)—the question of requiring shops to be closed on Sunday, and securing a rest for shop assistants on that day. (Joint Select Committee of both Houses.)

(*Cabs and Omnibuses in London*)—questions connected with the fees charged to drivers and conductors for their badges and licenses; the scale of cab fares; the admission of cabs to railway stations; motor cabs and motor omnibuses; taximeters, &c. (Select Committee of the House of Commons.)

(*Home Work*)—the conditions of labour in trades in which home work is prevalent, and various proposals to remedy sweating and other abuses. (Select Committee of the House of Commons.)

(*Employment of Military in connection with Disturbances*)—the powers possessed by civil authorities to obtain military aid in the suppression of disturbances and the duties and responsibilities attaching to military officers in these cases. (Select Committee of the House of Commons.)

(*Debtors' Imprisonment*)—the existing law, and whether any amendments are desirable. (Select Committee of the House of Commons.)

(*Police Forces Weekly Rest Day*)—the question of the grant to constables in Police Forces of the United Kingdom of one full day off duty in seven, and the consequential alterations, if any, in the conditions of service and police administration, and the cost. (Select Committee of the House of Commons.)

(*Asylums Officers' Superannuation*)—the question of the provision of superannuation allowances to officers and servants employed in public asylums for the insane. (Select Committee of the House of Commons.)

A Second Select Committee of the House of Commons was appointed and reported in 1910 with reference to the Bill to amend the Asylum Officers' Superannuation Act, 1909, and to regulate the hours of employment in asylums.

(*Bastardy Orders*)—the law relating to the making and enforcement of orders under the Acts relating to bastardy, and whether amendments are desirable. (Select Committee of the House of Commons.)

(*Stage Plays Censorship*)—the Censorship of stage plays and the operation of the Acts relating to the licensing and regulation of theatres and places of public entertainment, and whether alterations of the law or practice are desirable. (Joint Select Committee of both Houses.)

Select Committees have been appointed to inquire into, but have *not yet reported on* :—

(*Patent Medicines*)—the question of the Sale of Patent and Proprietary Medicines and Medical Preparations and Appliances, and advertisements relating thereto ; and what amendments, if any, in the Law are necessary or desirable. (Select Committee of the House of Commons.)

(*Motor Traffic*)—the question of the increasing number of fatal accidents in the Metropolis due to motor omnibuses and other forms of power-driven vehicles. (Select Committee of the House of Commons.)

Departmental Committees have been appointed to inquire into, and have reported on :—

(*Miners' Eight Hours*)—the probable economic effect of an eight hours working day for coal miners, and its probable effect on their health.

(*Truck*)—the questions of (*a*) amending the Truck Acts, and particularly as to whether fines and deductions from wages should be prohibited, and (*b*) the “living-in” system among shop assistants.

(*Explosives in Mines*)—the question whether, in the interests of safety, the use of certain explosives in coal mines should be allowed to continue.

(*Compensation for Industrial Diseases*)—the extension of the right to compensation under the Workmen's Compensation Act to workmen disabled by certain diseases due to their employment. This Committee reported in May, 1907, and again in October, 1908.

(*Building Accidents*)—the dangers attendant on building operations, with a view to the preparation of regulations for their prevention.

(*Check-weighing, &c.*)—the best methods of securing to workers in the Iron and Steel Trades, Cement and Lime Works, and Chalk and Lime Quarries, and to Dock Labourers, who are paid by weight or measurement, the means of checking the correctness of their wages. This Committee has made three Reports.

(*Inebriates*)—the operation of the law relating to Inebriates and to their detention in reformatories and retreats, and what amendments in the law and in its administration are desirable ; terms of reference subsequently extended to include investigation of the value of the existing methods for the treatment of inebriety by the use of drugs.

(*Ambulance Service in London*)—the question whether improvements in ambulance provision should be effected.

(*Records*)—the question of relaxation of the restrictions on public access to Departmental records.

(*Police at Public Meetings*)—the duties of Police with respect to the preservation of order at Public Meetings.

(*London Quarter Sessions*)—the most suitable place for transacting the Quarter Sessions business of the County of London, and the arrangements for the trial of criminal cases and hearing of appeals.

(*Steaming in Cloth Factories*)—to ascertain what conditions of humidity are really necessary for the manufacture of different kinds of goods, and by what means it would be possible to reduce the temperature in the humid sheds, especially during the hot months of the year.

(*Isle of Man*)—the representations made to His Majesty's Government respecting the Constitution of the Isle of Man, and the civil, judicial and financial administration of the Island.

(*Taximeter Cabs in London*)—the question of altering the scale of fares and modifying the arrangements made between the proprietors and drivers as to the remuneration of the latter.

(*Aliens Act, 1905*)—to inquire into the arrangements for the accommodation of alien immigrants in the Port of London and elsewhere.

(*Employment of Children*)—the operation of the Employment of Children Act, 1903, and the question of the further legislative regulation or restriction of street trading and other employments dealt with in that Act.

(*Electricity in Mines*)—the working of the Special Rules for the use of Electricity in Mines and what amendments are required.

(*Probation*)—the operation of the Probation of Offenders Act, 1907, and the organisation of the work of Probation Officers.

(*Accidents in Factories*)—the causes and circumstances of the increase in the number of reported accidents in certain classes of factories and workshops, and other premises under the Factory Acts, and what additional precautionary measures are necessary or desirable.

(*Use of Lead in China and Earthenware Factories*)—the dangers attendant on the use of lead in the various branches of the manufacture of china and earthenware, and in the processes incidental thereto, including the making of transfers, and how far these can be obviated or lessened.

(*Coroners—Anæsthetics—Flannelette*)—the law relating to Coroners and Coroners' Inquests and the practice in Coroners' Courts. The questions of:—(a) deaths from the administration of anæsthetics, and (b) dangers arising from the use of flannelette in articles of clothing, were also referred to this Committee for special inquiry and report as to the steps which should be taken to safeguard the interests of the public.

(*Petroleum*)—the sufficiency of the regulations relating to the storage, use and conveyance of petroleum spirit.

(*Procedure of Royal Commissions*)—the procedure of Royal Commissions, with special reference to the powers of the Chairman, with regard to the arrangement of business, reception of evidence, questions arising on the terms of reference, &c.

(*Deep Excavations*)—the dangers attending Deep Excavation in connection with the construction of Docks and other similar works, and the steps which can be taken to minimise such dangers.

(*Miners' Safety Lamp Testing*)—the nature of the test which safety lamps should be required to pass before admission to the list of approved safety lamps under Section 33 of the Coal Mines Act, 1911.

(*Squibs*)—on the use of squibs in mines.

(*Employment of Male Young Persons at Night*)—the night employment of male young persons in factories and workshops, and the question whether the exemptions of Sections 54, 55 and 56 of the Factory and Workshop Act, 1901, should be repealed.

(*Irish Linen*)—the conditions of employment in making up articles of linen, cotton, and similar fabrics, including the processes of embroidery, thread drawing, &c., in the North of Ireland.

(*Registered Premises for Explosives*)—the question of the amount of explosive that may be kept on registered premises.

Departmental Committees have been appointed to inquire into but have *not yet reported on* :—

(*Van Boys' Work*)—the hours and conditions of employment of van boys and warehouse boys.

(*Heat Tests for Explosives*)—the best means of more accurately standardizing apparatus and materials in the Abel Heat Test; also with regard to any supplementary heat tests submitted to the Committee.

(*Reformatory and Industrial Schools*)—the constitution, management, discipline and teaching of Reformatory and Industrial Schools in England and Wales; the adequacy of the Inspectorate; the relation of the schools to the Education Committee and other local authorities; the methods of training and discipline, &c., and the efficiency of the existing system generally.

(*Juries*)—(a) the constitution of juries and the conditions on which in civil cases a special jury is allowed; (b) the qualifications and mode of selection of jurors; (c) the preparation of the jury lists and the summoning of jurors; (d) the conditions of jury service.

(*Painting of Coaches and Carriages*)—the danger to the health of persons employed, attendant on the use of lead compounds in painting, enamelling and varnishing coaches and carriages.

(*Painting of Buildings*)—the danger attendant on the use of paints containing lead to the health of persons engaged in painting buildings.

(*Spontaneous Combustion of Coal*)—the circumstances in which spontaneous combustion of coal occurs in mines, its causes and the means of preventing it or dealing with it when it has arisen.

(*Washing and Drying Accommodation at Mines*)—the questions (1) what should be regarded as sufficient and suitable accommodation and facilities; (2) whether different requirements are necessary in respect of different classes and descriptions of mines, and, if so, what? (3) what should be the composition and procedure, powers and duties of the committees of management.

(*Industrial Diseases*)—whether cowpox, Dupuytren's contraction and clonic spasm of the eyelid, apart from nystagmus, can properly be added to the diseases enumerated in the Third Schedule of the Workmen's Compensation Act, 1906.

(*Spinning and Weaving of Flax and Tow*)—what amendment (if any) is necessary of the regulations for the spinning and weaving of flax and tow.

(*Celluloid*)—the precautions necessary in the use of celluloid in manufacture, and the handling and storing of celluloid articles.

(*Lighting of Factories*)—the conditions necessary for the adequate lighting of factories and workshops, having regard to nature of work carried on, protection of eyesight of workers, and the various forms of illumination.

(*Probation Officers*)—the remuneration of Probation Officers in the Metropolitan Police Court District.

FACTORY AND WORKSHOP ACTS.

Administration, Inspection, &c.—Since 1905 the Factory Inspectorate has been increased from an authorised establishment of 154 of all ranks to one of 205 persons. The additions to the staff include 26 Inspectors, 8 Lady Inspectors and 17 Inspectors' Assistants.

The position of the Factory Inspectors' Assistants has been improved, both as regards pay and importance of duties assigned to them. In addition to inspecting workshops, their duties now include the inspection of docks, and of certain works under special rules and regulations, and the detection of "time-cribbling" in cotton mills.

Lady Inspectors have been stationed at provincial centres in order to provide for more systematic inspection by them of works where women and children are employed.

The medical inspection and the inspection of dangerous trades have also been strengthened, and a Labour Adviser has been added to the staff of the Home Office.

Reports have been issued by the Factory Department on (1) safeguards for the prevention of accidents in the manufacture of cotton; (2) dust extraction in Factories and Workshops; (3) precautions against accidents in the shipbuilding industry, particularly as regards the construction, &c., of staging, use of safe means of lighting, and avoidance of employment of young boys in dangerous operations and places; (4) prevention of lead poisoning in the tinning of metals; (5) lead smelting and allied industries; (6) bronzing in painting, and in other industries; (7) prevention of the form of cancer arising in persons employed in the manufacture of briquettes with pitch; (8) tinning; (9) Dupuytren's contraction; (10) explosions of dust in factories at Glasgow and Liverpool; (11) fencing of laundry machinery.

Means of Escape from Fire.—Model bye-laws on this subject have been framed in conjunction with the Local Government Board, and circulated by the latter Department to local authorities, with a recommendation for their adoption.

Phosphorus Necrosis.—Act passed prohibiting the manufacture, importation, or sale of matches made with white phosphorus. This has enabled the Government to adhere to the International Convention, signed at Berne in 1906.

Anthrax.—Regulations made to protect workers engaged in wool sorting and woolcombing, and in processes involving use of horsehair from China, Siberia or Russia.

Regulations made to protect workers in East India wool.

Illustrated placard issued to warn workers of the symptoms of this disease, and of the steps to be taken on infection.

Report issued on processes in felt manufacture involving danger of Anthrax.

Government Grant of £100 per annum made to the Anthrax Investigation Board.

Lead Poisoning.—Regulations made to prevent lead poisoning in works where lead is used in the manufacture of paints and colours.

Regulations made for the same purpose, dealing with the heading (*i.e.*, manipulation) of yarn dyed by means of a lead compound.

Regulations made to protect workers in tinning and enamelling of metals from lead poisoning due to fumes and dust.

Regulations also made for the same purpose dealing with lead smelting and allied industries.

Draft Regulations for the manufacture and decoration of pottery, based on the report of the Committee (see page 88), have been issued.

Brass Poisoning.—Regulations made for securing cleanliness and removal of dangerous fumes in the brass-casting industry.

Poisoning by Dinitrobenzol and Anilin.—Amended regulations made to protect workers engaged in the manufacture of these and allied substances, and also in the manufacture of explosives in which dinitrobenzol or dinitrotoluol are used.

Carbonic Oxide Poisoning.—Revised Memorandum issued, setting out the dangers of poisoning in the manufacture and use of water gas and other gases of a similar nature, and detailing the symptoms and the preventive methods to be adopted.

Epitheliomatous Cancer.—Draft regulations to protect workers engaged in manufacture of patent fuel issued. Inquiry held by Commissioner, and adjourned pending experiments.

Shuttle Kissing.—Inquiry instituted and report issued in conjunction with the Local Government Board concerning the dangers attendant on the practice of threading shuttles by mouth suction.

Steel Grinders.—Regulations have been made to apply to the steel grinding industry at Sheffield, imposing conditions designed to lessen the danger to which workers are exposed from dust, and lower the exceedingly high death rate obtaining amongst them from pulmonary phthisis and other respiratory diseases.

Fish Curing.—An inquiry has been held by the Factory Department into the conditions under which workers are employed in the fish-curing industry.

Cotton Cloth Factories.—Regulations have been made for cotton cloth factories under the Factory and Workshop (Cotton Cloth Factories) Act, 1911, following the report of the Committee appointed to consider the subject of the prevention of excessive humidity.

Cold Storage Works.—Memorandum issued recommending steps to safeguard the health of workers.

Flax and Linen Mills.—Regulations made to improve the conditions as regards humidity, ventilation, freedom from dust, &c., under which work is done in these factories.

Hemp, Jute and Hemp or Jute Tow.—Regulations on similar lines have been made.

Carding Engines.—Inquiry made and action taken with a view to the removal of the dust arising in the card rooms, and the installation of locking motions on cylinder covers.

Locomotives on Sidings.—Regulations made to obviate danger to workers when locomotives are used on lines and sidings in, or in connection with, factories and workshops.

Boilers.—Inquiry conducted and memorandum issued on the danger of explosions and the safeguards to be adopted.

Electricity.—Regulations made to prevent accidents in works generating or using electrical power.

Laundries.—Memorandum issued on fencing of machinery and prevention of accidents.

Bronzing.—Regulations made to protect workers engaged in this process in printing and allied trades from dust.

Certificates of Fitness.—Order made prohibiting employment of anyone under 16 in certain workshops (including the nail-making industry at Cradley Heath, &c.) unless he is medically certified as fit for the work.

Home Work.—Consolidating Order made extending the requirements of the Factory Act (as regards lists of outworkers, and prohibition of home work in unwholesome premises or in places where there is infectious disease) to a large number of trades.

Particulars of Work and Wages.—Sir Ernest Hatch appointed to hold inquiries in this matter in several industries. Orders made requiring particulars in a large number of cases, *e.g.*, bleaching and dyeing works; cotton cloth printing works; certain processes in ship-building; the manufacture of chocolates, sweetmeats, cartridges and tobacco; the making of iron safes; the making up of household linen, curtains, furniture, hangings and lace; laundries; file making; the manufacture of toy balloons, pouches and footballs from india-rubber.

Fruit Preserving.—Order made requiring improved conditions of work as regards sanitation, ventilation, hours of labour, &c., in the process of cleaning and preserving fruit.

Factory and Workshop Act, 1907.—Over 120 schemes have been approved regulating the hours of employment and holidays for persons employed in laundry and other work of an industrial character in charitable, &c., institutions.

Arrangements have also been made under the Act for the Factory Inspectors to inspect industrial work carried on in premises (some 700 in all) such as lunatic asylums, workhouses, &c., which are already under the inspection of other Government Departments, and to advise in respect of fencing of machinery, ventilation, and similar matters in which they have expert knowledge.

Fencing of Machinery.—Conferences have been held with manufacturers and operatives in certain trades with a view to standardizing requirements as to fencing and other safety appliances.

MINES.

The King has been graciously pleased to establish a medal, to be called the "Edward Medal," for acts of gallantry in saving life in mines.

The Inspectorate has been reorganised and strengthened. At the head of the staff there is now a Chief Inspector, whose duty it is to advise the Secretary of State on general questions relating to mining and to superintend the administration of the law by his subordinates. An Electrical Inspector has also been appointed in view of the great increase in the use of electricity in mines, to advise the Secretary of State on questions relating to this development in the mining industry.

In 1906 the strength of the staff was 38 (12 District Inspectors and 26 Assistant Inspectors). The authorised strength is now 85 (1 Chief Inspector, 1 Electrical Inspector, 4 Divisional and 4 District Inspectors, 11 Senior Inspectors, 34 Junior Inspectors and 30 Sub-Inspectors). Six Inspectors of animals employed in mines have been appointed as provided by Section 109 (3) of the Coal Mines Act, 1911. Arrangements have also been made for the addition to the staff of a Labour Adviser.

Following on the Report of the Royal Commission, several Rescue Stations were established in Yorkshire, Lancashire and South Wales.

Under the Mines Accidents (Rescue and Aid) Act, 1910, and, later, the Coal Mines Act, 1911 (see p. 105), further action has been taken. An Order has been made requiring the organization of Rescue Brigades for mines or groups of mines, and the provision of rescue and ambulance appliances. Unauthorised persons are forbidden to engage in rescue work, and Rescue Brigades are to be trained and subject to rules.

Special Rules for preventing accidents in the use of locomotives and waggons on colliery sidings have been established.

An Executive Committee, and a Consultative Committee in connection therewith, have been appointed to control and direct an experimental inquiry, on behalf of the Home Office, into the causes and means of prevention of coal dust explosions in mines, and a report has been issued by the Executive Committee.

New special rules as to the use of electricity in mines, based on the Report of a Committee appointed to inquire into the matter, have been proposed to owners of mines and have now come into operation.

ADMINISTRATION OF THE CHILDREN ACT.

The Children Act, 1908, came into operation on the 1st April, 1909. Before that date **Circulars** were issued by the Secretary of State to

the following authorities, drawing attention to the provisions in the Act which more especially concerned them :—

His Majesty's Judges, Chairmen of Quarter Sessions and Recorders, Clerks to Justices, Local Education Authorities, Guardians, Police Authorities and Chief Constables, Coroners, County Councils and Borough Councils, Managers of Reformatory Schools and Managers of Industrial Schools.

Public Notices were issued :—(a) A warning, drawing the attention of parents and others to the principal changes in the law (this was printed and distributed for exhibition in Post Offices and Police Stations throughout the country) ; and (b) a separate notice on the subject of children placed out to nurse, which was supplied to Boards of Guardians for distribution. Both these notices were translated into Welsh for use in Wales.

Various **Administrative Steps** were taken in the making of Orders in Council, Rules and Regulations under various sections of the Act. These include Rules by the Lord Chancellor under the Summary Jurisdiction Acts, which, *inter alia*, prescribe forms for use in the courts under the Children Act ; Orders in Council and Regulations of the Secretary of State as to Treasury and parental contributions and other matters relative to Reformatory and Industrial Schools ; Rules for Places of Detention and so forth. These matters will be referred to more particularly below.

The Act appears to have worked with great smoothness, judging from the comparatively small amount of correspondence with the Home Office.

The Home Office has heard of the appointment by Guardians of various Inspectors under **Part I.** of the Act, and the local authorities appear to have shown considerable activity in making the provisions of this Part known to the public.

As regards **Part II.**, some prosecutions have taken place under Sections 13 (Overlaying), 14 (Allowing child to beg in the street), and 15 (Exposing child to risk of burning by leaving it in a room with an unprotected fire). The provisions in Sections 13 and 15 have undoubtedly had considerable effect in causing parents to exercise greater care.

Persons have been appointed under Section 25 for the purpose of inspecting Institutions for poor children and young persons in the event of reason being found for believing that inspection of any such Institution is necessary. It is anticipated, however, that it will be necessary to put this power into force in very few cases.

Part III., as was hoped, has operated chiefly by deterring young persons from smoking. There appear to have been very few prosecutions, but there has been a large falling off of smoking in the streets by boys.

The amendments of the law respecting Reformatory and Industrial Schools contained in **Part IV.** of the Act have proved very useful. It may be mentioned in particular that several Industrial Schools for mentally defective children have already been certified under Section 62 (2).

The principal cases which have come before the Home Office relative to the important change in the law made by Section 74, by which con-

tribution towards the cost of maintenance of children in Reformatory and Industrial Schools was made compulsory on local authorities, have related to vagrant children. When Section 74 was drafted it was realised that the exemption of local authorities from the obligation to contribute in the case of children who habitually wander from place to place through the districts of various local education authorities (Section 74 (5) (c)) would make it impracticable in some instances for courts to commit vagrant children to Industrial Schools, but it was not considered possible to impose an obligation on any education authority to contribute in such cases. It is hoped that in most cases of this kind action against a parent under Section 118 (Penalty on vagrants preventing children from receiving efficient elementary education) will lead to proper provision being made for the child, without recourse to the committal of the child to an Industrial School.

Under this Part of the Act two Orders in Council were made:—(1) as to parental contributions towards the maintenance of children in Reformatory and Industrial Schools (under Section 75); (2) applying certain provisions of the Children Act to Certified Day Industrial Schools. A new scale of Treasury contributions to Reformatory Industrial, Truant Industrial and Day Industrial Schools was drawn up. Regulations were made by the Secretary of State (under Section 79) as to parental contributions in Education Act cases received in Day Industrial Schools at the request of the Education Authority and the parent, and the Recommendations of the Secretary of State as to the amounts of the Parliamentary grants to certified Day Industrial Schools were made under Section 80.

In **Part V.** (Juvenile Offenders), Section 98, which provides for the attendance at court of the parent of the child or young person charged with an offence, has evidently been found useful, and Section 99, which gives the court power to order the parent to pay a fine, damages or costs, instead of the child, has given the courts a useful additional means of dealing with cases of offences by children.

The obligation on local authorities to provide Places of Detention does not come into force until the 1st of January, 1910 (Section 108), but practically all local authorities have now made suitable arrangements for places of detention. In some cases special premises have been provided or arrangements have been made with institutions; in other cases the Local Government Board has sanctioned the use of the workhouse, or the houses of police officers and other suitable persons have been made available.

Rules have been made by the Secretary of State under Section 109 dealing with the establishment, inspection, management and discipline, &c., of Places of Detention, and Regulations have also been made by the Secretary of State, with the approval of the Treasury, as to the Treasury contributions towards the cost of maintaining children and young persons in Places of Detention.

There has been very little correspondence about Juvenile Courts (Section 111), but there is every reason to believe that satisfactory arrangements have been made throughout the country.

An Order in Council was made in December, 1909, establishing Juvenile Courts at the existing Metropolitan Police Courts at Bow Street, Clerkenwell, Tower Bridge, Westminster, Old Street and Greenwich;

and in March, 1910, a further Order was made amending the previous Order so far as it related to Bow Street.

As regards **Part VI.**, the provisions of Section 114 (Power to clear a Court while a child is giving evidence in certain cases) and Section 115 (Prohibition of children being present in Court during the trial of other persons) have been very beneficial.

Section 118 (Penalty on vagrants preventing children from receiving efficient elementary education) has already been referred to above. The operation of this section is being carefully watched by the Home Office. Regulations have been made by the Board of Education as to the certificates of school attendance under Sub-section (3).

A large number of inquiries have been received by the Home Office as to Section 120 (Exclusion of children from the bars of licensed premises), but most of them arose out of misapprehensions that the section was of a wider application than in fact it is. There is no reason to think that the provisions of the section will, when they are properly understood, cause any serious inconvenience either to the public or to the licence holders.

The necessity of the provisions in Section 121 (Safety of children at entertainments) has been illustrated by more than one accident since the passing of the Act.

MISCELLANEOUS.

Medal for Gallantry in Saving Life.—The King has been graciously pleased to establish a Medal, to be called the “Edward Medal,” for acts of gallantry in saving life performed in the course of industrial employment.

Workmen’s Compensation.—Various Regulations issued as regards the duties of certifying surgeons and medical referees under the Act. Placard published and posted up in all Post Offices setting out briefly the rights and liabilities of employers and workmen under the Act; also a pamphlet issued giving fuller particulars.

Regulations have also been made to secure annual returns from employers in various industries as to amount of compensation paid, &c.

Orders made adding over twenty diseases to those mentioned in the 3rd Schedule of the Act, and thus extending the right of workers to compensation in respect of these diseases.

Convention concluded with France to secure British workmen employed in France the same rights under the French Compensation Law as French workmen. The Swedish Government also have, on the representations of the Government, and in view of the equal treatment accorded to Swedish subjects under the English Law, issued a decree removing the disabilities on British workmen and their dependents under the Swedish Compensation Law.

Industrial Employment of Women after Childbirth.—At the instance of, and on lines recommended by the Home Office, an inquiry is being conducted and statistics collected by a number of Medical Officers of Health in different districts throughout the Kingdom in regard to the industrial employment of women before and after child-

birth. The object in view is to obtain reliable information as to the effects of such employment on the health both of the mothers and the children.

Nightwork by Women.—Delegates sent to International Conference of Labour Regulation at Berne in September, 1906, and International Convention signed prohibiting nightwork by women in industrial occupations in all the countries of Western and Central Europe (except Norway).

(N.B.—This is the first occasion on which a number of States have agreed to take common action for the improvement of industrial conditions.)

Accidents in Mines, Factories, &c.—Orders made requiring that certain dangerous occurrences (bursting of grindstones, fires in factories and workshops, overwinding in mine shafts, &c.), whether causing personal injury or not, should be reported to an Inspector.

White Slave Traffic and Obscene Publications.—International Conferences were held at Paris in 1910 to consider measures for the suppression of obscene publications, and to resume discussion of the Draft Convention prepared in 1902 for dealing with the White Slave Traffic. An administrative Agreement respecting Obscene Publications was signed by the Delegates of the Powers represented, and a Draft Convention was signed *ad referendum* for the consideration of the Government; and the terms of the White Slave Convention were settled. The English Government have expressed their approval of both Conventions, and the White Slave Convention has been ratified.

Aerial Navigation.—An Inter-Departmental Committee was appointed in 1909 to consider the questions raised in the programme which was to be submitted to the forthcoming Aerial Navigation Conference at Paris, and to report what, in their opinion, should be the attitude of His Majesty's Government towards these questions. The Committee, which was composed of representatives of the Home Office, Admiralty, War Office, Board of Trade and Board of Customs, reported to the Home Secretary in the same year, and a British Delegation subsequently attended the Conference at Paris in 1910, comprising representatives of the same Departments, with the exception of the Board of Customs.

Orders have been made under the Aerial Navigation Acts, 1911 and 1913, regulating the admission of foreign air-craft into this country and prohibiting aerial navigation over certain prohibited areas.

Reformatory and Industrial Schools.—The Government grants have been revised and improved in order to benefit the position of these schools, which are all managed either by local authorities or philanthropic associations, and the usefulness of whose work has been in many cases greatly hampered by want of funds. The advantage to the schools may be estimated at about £15,000 a year.

Special inquiries have been held, by direction of the Home Secretary, with regard to the management of certain Reformatory Schools. A Medical Adviser to the Chief Inspector has been appointed, and, in

connection with the inquiry by the Departmental Committee on Reformatory and Industrial Schools, is conducting a special investigation of the health and physique of inmates.

Cabs.—A new Order has been made for cabs in London, which has enabled the convenience of the public to be met by the introduction of motor cabs with taximeters, and by the abolition of “privilege” for cabs at the great central termini.

Metropolitan Police Staff Superannuation.—Regulations made in March, 1910, under the Police Act, 1909, applying the provisions of the Civil Service Superannuation Act, 1909, to the staff of the offices of the Commissioner and Receiver of Metropolitan Police and of the Metropolitan Police Courts.

Cinematographs.—Regulations were made under the Cinematograph Act, 1909, for securing the safety of the public at Cinematograph exhibitions, and an explanatory circular with regard to them was issued in February, 1910.

Lunatic Asylums.—The Home Office and the Lunacy Commissioners are acting together to ensure greater economy in the provision of asylum accommodation, with a view to protecting ratepayers from extravagant expenditure on the part of local authorities.

Employment of Children, and Closing of Shops.—Bye-laws regulating the employment of children for many districts, and a number of closing orders for shops, have been confirmed. Parliamentary Returns have been issued showing progress made under both these heads. Departmental Committee appointed to inquire into the working of the Employment of Children Act, 1903, more particularly as regards street trading.

Aliens Act, 1905. *Political or Religious Refugees.*—Circular sent to Immigration Boards advising them to give such persons the benefit of the doubt, where any doubt exists.

Admission of the Press.—Rule made that reasonable facilities should be given for the admission of the Press to meetings of the Board when appeals were being heard from aliens refused permission to land.

Criminal Aliens.—Statements in regard to the expulsion from the United Kingdom of Aliens who are convicted of crime published annually and sent to Courts of Justice, Police, &c., with a view to promoting the full use of the law in this matter.

Advertisements Regulation Act, 1907.—Model forms of bye-laws for the protection of the natural beauty of the country-side issued, and codes of bye-laws submitted by a considerable number of local authorities sanctioned.

Public Health Acts Amendment Act, 1907.—Sundry provisions put in force at request of many local authorities, including, *inter alia*, those for the registration of Servants' Registries and their regulation by bye-laws (model forms of bye-laws issued), and for the regulation of sea-shore promenades, &c.

Prisons. *Increase of pay and improved conditions.*—Substantial improvements have been made in the pay and allowances of prison warders.

New regulations have been made giving facilities for the holding of meetings by prison officers, and for their addressing applications relative to their pay and conditions of employment to the Home Secretary.

Facilities allowed to prison officers who belong to an Association of ex-soldiers and ex-sailors to attend its annual conferences.

Remission of sentences.—Rules have been made by which prisoners sentenced to more than one month's imprisonment can earn remission of a portion of their sentence by industry and good conduct. Previously, no one sentenced to less than six months could obtain such remission.

Precaution against Sweating.—A clause will be inserted in all future contracts for prison clothing prohibiting the contractor from employing home work.

Prisoners' Aid.—A central body, including representatives of the Prison Commissioners and of the philanthropic societies engaged in the work of aiding discharged prisoners, has been established for the purpose of giving more effective assistance to convicts released on licence, so that in all suitable cases such convicts are relieved of the obligation to report themselves to the police. The system of State aid to discharged prisoners has been entirely re-cast, so as not only to increase the Treasury subvention for this purpose, but also to increase the efficiency of the local Aid Societies.

Preventive Detention.—After consultation with the Director of Public Prosecutions, the Secretary of State laid down certain principles for the guidance of the Police in selecting cases for presentation to the Director with a view to his instituting proceedings under Part II. of the Prevention of Crime Act, 1908. The object of these rules is to obviate an unduly harsh or inequitable use of the power given by the Act of indicting persons as habitual criminals.

Borstal Institutions.—The system for the special reformatory treatment, in Borstal Institutions, of offenders between the ages of 16-21 years, which has come to be known as the "Borstal System," was recognised and placed on a statutory basis by Part I. of the Prevention of Crime Act, 1908. The system has been largely extended under the new regulations made under that Act, and a number of lads have already been discharged on licence. A modified form of the "Borstal treatment" has also been introduced into the prisons.

Police.—The King has been graciously pleased to establish a medal, to be called the "King's Police Medal," to be awarded to officers of Constabulary Forces and persons serving in Fire Brigades in the British Dominions, for acts of exceptional courage or skill or for conspicuous devotion to duty.

Central Detective Force.—A system has been established by which Scotland Yard detectives can be lent to provincial Police Forces to assist them in difficult cases.

Police Matrons.—Police Authorities are being encouraged to extend the system of appointing matrons in attendance at Police Stations and

Police Courts; and the number of Police Stations in London which have relays of such matrons always in attendance to look after women prisoners has been largely increased.

Extradition.—Extradition Treaties with the Kingdoms of Greece and Siam have been made and brought into force, and Supplementary Conventions have been made with the French Republic and the Kingdom of Belgium introducing certain improvements into the previously existing Treaties.

Vivisection.—In accordance with the recommendations of the Royal Commission, an Advisory Body has been appointed from persons selected by the Royal Society and the Royal Colleges of Physicians and Surgeons, and the Secretary of State is proceeding to appoint two additional Inspectors.

The Circulars issued to Magistrates from time to time have been carefully brought up to date and re-issued to all courts in a new form. Special efforts have been made, by circulars and otherwise, to assist magistrates in the discharge of the new duties constantly thrown on them by Parliament, and to improve the administration of justice in matters such as the classification of prisoners, the revision of the scales of fees chargeable at the different courts, the treatment of juvenile offenders and the discharge of prisoners on probation. Among the new Circulars issued may be mentioned those on:—

Bail—urging magistrates to release on bail, as a general rule, a person charged with minor offences, either on his own recognisances or in such amount as he can reasonably be expected to find.

Exercise of Merciful Discretion—reminding them of the discretion which the law allows them as regards the discharge of an offender without punishment; the question of costs; of not imposing the maximum amount of imprisonment when a fine is not paid; of ordering prisoners, in proper cases, to be placed in the first or second division; of allowing time to pay fines, &c., &c.

Children of Vagrants—as to dealing with the children of professional tramps who are habitually drunk or habitually ill-treat them, and the power of magistrates to secure a proper education for such children by sending them to an Industrial School.

Identification of Prisoners—urging the importance of arranging that the identification of prisoners in police custody shall be so conducted as to be absolutely fair to the prisoner.

Committal in default of Costs—reminding magistrates of the necessity of carefully considering the means of defendants before making an order as to the payment of costs or imposing a fine, and of the undesirability of allowing persons guilty of trivial offences to go to prison merely owing to inability to pay the costs imposed.

Probation—urging magistrates to make a free use of their powers under the Probation of Offenders Act and making various recommendations for dealing with minor offences.

Police Reserve—two circulars to Police Authorities recommending the formation of classified Police Reserves who could be called up to strengthen the regular police force in any local or national emergency, thus enabling the police to cope with exceptional difficulties without having recourse to military aid.

A collection of the more important Circulars issued to Clerks of the Peace, Clerks of Assize, and others, between 1901 and 1910, has been prepared and issued to all Courts of Assize and Quarter Sessions. All the more important Circulars issued to the Police have also been collected in one volume and supplied to Police forces.

LEGISLATION.

1906.

Workmen's Compensation Act.—Extends the principle of the Workmen's Compensation Act of 1897, that compensation should be given to workmen for all accidents resulting from their employment, whether due to the employer's fault or not, to almost every class of employment, including clerks, shop assistants, seamen and domestic servants. In addition to this, compensation is for the first time provided in certain cases of industrial disease. The Act of 1897 is repealed and re-enacted with many amendments in the procedure for obtaining and determining compensation. [Cap. 58.]

Notice of Accidents Act.—Simplifies and improves the system of reporting accidents in mines, quarries, factories and workshops. [Cap. 53.]

Police (Superannuation) Act.—Amends the law as to retirement from the Police Force in a manner advantageous to the Force and the individual policeman, while at the same time relieving the burden on the rates. [Cap. 7.]

Recorders, Stipendiary Magistrates and Clerks of the Peace Act.—Provides for the temporary appointment in certain cases of deputies to perform the functions of Recorders, Stipendiary Magistrates and Clerks of the Peace. [Cap. 46.]

Marriage with Foreigners Act.—Protects British subjects who marry foreigners in the United Kingdom by providing means of ascertaining whether the marriage will be valid. [Cap. 40.]

Metropolitan Police (Commission) Act.—Created a Commission to inquire into the duties of the Metropolitan Police in cases of drunkenness, disorder and solicitation in the streets. [Cap. 6.]

Extradition Act.—In pursuance of a convention with the United States of America, includes bribery among extradition crimes. [Cap. 15.]

1907.

Probation of Offenders Act.—Permits a Court in suitable cases to release a child offender, or any other person, on probation,

without sentencing him to fine or imprisonment; and provides for the appointment of officers to supervise and befriend such persons while on probation. [Cap. 17.]

Factory and Workshop Act.—Applies, with some slight modifications, the provisions of the Factory Act to laundries, and to all industries carried on for profit in charitable or reformatory institutions (Convent laundries, &c.). [Cap. 39.]

Released Persons (Poor Law Relief) Act.—Relieves rate-payers of a union in which a prison, inebriate reformatory, or reformatory or industrial school is situated, from their present liability to maintain destitute or infirm persons discharged from such institutions in cases where they should more properly be maintained by some other union. [Cap. 14.]

Employment of Women Act.—Repeals the two unimportant provisions of the law which allowed employment of women at night in a mine or factory to an extent inconsistent with the requirements of the International Convention on the subject, signed by Great Britain and thirteen other States at Berne in 1906. [Cap. 10.]

London Cab and Stage Carriage Act.—Provides for the use of taximeters on horse cabs, and abolishes the “privilege” system under which Railway Companies could refuse to admit to their stations cabs which were not under contract with them. [Cap. 55.]

1908.

Prevention of Crime Act.—Provides (1) for the reformation of young offenders over the age of 16 by giving Courts power to subject them for an extended period of time, up to a maximum of three years, to the system of moral instruction, teaching and industrial training established at Borstal Prison; and giving power to the Prison Authorities to place them out on license; and (2) for the prolonged detention of habitual criminals under conditions somewhat less severe than those of ordinary penal servitude. [Cap. 59.]

Coal Mines Regulation Act.—Provides a legal limit to the hours to be spent below ground, such limit to be 8 hours *plus* the times of winding the shifts up and down the mines. This is equivalent to an average time of $8\frac{1}{2}$ hours below ground for each man. (The proposal of the Government was to make this system temporary for a period of five years, and for an average 8 hours' day, bank to bank, to be established thereafter. An amendment inserted by the House of Lords removed the limitation of five years.) [Cap. 57.]

Children Act.—Consolidates and amends a large number of Acts relating to Cruelty to Children, Reformatory and Industrial Schools, Youthful Offenders, &c. The provisions of the Infant Life Protection Act are extended to cases where only one infant is received to nurse, and the questions of the inspection of voluntary institutions, the overlooking and the accidental burning of infants, juvenile smoking, the education of vagrant children, the taking of children into public houses, the safety of

children at entertainments, and many other matters affecting the health and well-being of children are dealt with. The imprisonment of children (under fourteen) and, with slight exceptions, of young persons between fourteen and sixteen, is forbidden, places of detention being arranged for throughout the country, and Juvenile Courts are established. The responsibility of the parent for offences committed by a child is increased. [Cap. 67.]

Poisons and Pharmacy Act.—(1) Amends in important particulars the list of scheduled poisons; (2) permits persons other than registered chemists to sell sheep dips, weed, insect, fungus or bacteria destroyers in which the poisons are arsenic or tobacco or tobacco alkaloids, subject to licensing of such persons by the local authority, according to the needs of the locality; (3) settles the long-standing controversy as to companies keeping open shop for sale of poisons and using titles protected under the Pharmacy Acts, by laying down the conditions, which have been accepted by all parties, under which companies may do these things; (4) imposes further restriction on the sale by retail of certain mineral acids and other poisonous substances, and gives power by Order in Council to bring the sale of other substances under the same restrictions. The provisions of sub-heads (2) and (4) are applied to Ireland. [Cap. 55.]

White Phosphorus Matches Prohibition Act.—Prohibits the manufacture, sale and importation of matches made with white phosphorus. [Cap. 42.]

BILL PASSED IN HOUSE OF COMMONS—1908.

Licensing Bill.—A comprehensive Measure of Temperance Reform, directed to three main ends, viz.:—(1) An immediate and progressive improvement in the circumstances attending the sale and consumption of intoxicating liquor; (2) A gradual but complete recovery for the community, with due regard for existing interests, of its dominion over and property in licenses for the sale of intoxicating liquor; and (3) Greater power of preventing the growth of drinking clubs.

The provisions for these purposes may be stated shortly as follows:—

(1) Reduction within a limited time of the excessive number of on-licenses by the application of a considered scale, graduated according to population and allowing due consideration of local circumstances; power to impose conditions year by year on the conduct of licensed premises; reduction of the hours during which licensed premises may be open on Sundays and requirement that they shall be closed during polling hours at a Parliamentary election; exclusion of children from the bars of licensed premises; further restrictions on betting in licensed premises and on the sale of liquor from door to door and on board passenger vessels, &c.

(2) Termination by means of a notice of the expectation of annual renewal of licenses, leading to complete freedom every year to grant or refuse licenses, and at the end of a given period to the payment to the State of the monopoly value of licenses.

(2) Annual revision of register of clubs, with power to a Court to refuse registration if the club is used mainly as a drinking club or otherwise in contravention of the law.

1909.

Cinematograph Act.—Makes provision for safeguarding the public from danger arising from fires at cinematograph entertainments by requiring such entertainments to be: (a) in accordance with Home Office regulations for securing safety, and (b) on premises licensed for the purpose by the local authority. [Cap. 30.]

Workmen's Compensation (Anglo-French Convention) Act.—Gives effect to the Anglo-French Convention signed in July, 1909, securing to British workmen employed in France the same rights under French Compensation Law as French workmen; the Act gives power, by Order in Council, to modify the provisions of the Workmen's Compensation Act, 1906, in its application to workmen who are French citizens in certain minor points of procedure required by the Convention. [Cap. 16.]

Police Act.—(1) Provides for an increased contribution from Imperial Funds towards the expenses of the Metropolitan Police; (2) makes certain financial provisions in connection with the grant of one day's rest in seven to the Metropolitan Police; (3) provides for the appointment of an additional Assistant Commissioner of Metropolitan Police; (4) provides for the extension to officers of the clerical staff at New Scotland Yard and at the Metropolitan Police Courts of any additional superannuation benefits which may be conferred by the Superannuation Act, 1909, or by subsequent enactment, on officers of the permanent Civil Service of the State; (5) increases the pensions to be paid to the widows of police officers serving in Great Britain who are killed in the execution of their duty. [Cap. 40.]

Asylum Officers' Superannuation Act.—Imposes on Visiting Committees of Asylums an obligation to grant superannuation allowance to established officers and servants of Asylums in place of the discretionary power given by the Lunacy Act, 1890. [Cap. 48.]

Police (Liverpool) Inquiry Act.—Facilitates the holding of the Inquiry respecting the conduct of the police of the city of Liverpool in dealing with the sectarian disturbances in that city, by giving the Commissioner power to take evidence on oath, and the other powers and privileges that were conferred by Statute on the Metropolitan Police Commission in 1906. [Cap. 35.]

1910.

Mines Accidents (Rescue and Aid) Act.—Gives the Home Secretary power to make Orders requiring provision to be made at all mines or any class of mines for the supply and maintenance of appliances for use in rescue work, the formation and training of rescue brigades, the supply and maintenance of ambulance appliances and the training of men in ambulance work. [Cap. 15.]

Police (Weekly Rest-Day) Act.—Facilitates the grant to members of Police Forces in England and Wales of one day's rest off duty in every seven, a privilege which had already been promised to the Metropolitan Police, and which is being extended to them by instalments. [Cap. 13.]

1911.

Shops Act.—Requires that on at least one week-day in each week a shop assistant shall not be employed after 1.30 p.m., and that shop assistants be allowed intervals for meals; requires shops, with certain exemptions and exceptions, to close at one o'clock on one afternoon in the week; gives the Home Secretary power to order local inquiries to facilitate and promote early closing; requires local authorities to appoint inspectors and to enforce the Shops Acts. [Cap. 54.]

Coal Mines Act.—Consolidates and amends the law as to coal mines; authorises the institution of a Central Board for Mining Examinations; requires special qualifications for persons acting as firemen, examiners and deputies, assigns them duties to which their whole time is to be devoted, and limits the amount of work to be imposed on them; requires owners to provide all materials for propping, &c; imposes new requirements as to Ventilation, Safety Lamps, Shafts, Winding, Roads, Haulage, Propping, &c., of Roofs and Sides, Signalling, Machinery, Electricity, Explosives, Prevention of Coal Dust, and generally as to safety; also requires certain steps to be taken to insure sanitation, cleanliness and prevention of risk of disease through siliceous dust, and the notification of certain diseases; extends the eight hours day to winding enginemmen; requires weekly payment of wages if a majority of workmen desire; enacts regulations for the proper treatment of animals in mines and empowers appointment of special inspectors to secure their observance; raises to 14 the age for the employment of boys below ground and to 13 the age for the employment of girls and boys above ground, and imposes further restrictions on the employment above ground of boys under 16 and girls and women. [Cap. 50.]

Factory and Workshop (Cotton Cloth Factories) Act.—Enables the Home Secretary to make Regulations to give effect to the recommendations of the Committee on Humidity and Health in Cotton Cloth Factories. [Cap. 21.]

Protection of Animals Act.—Consolidates and amends the principal laws relating to cruelty to animals. [Cap. 27.]

Aerial Navigation Act.—Empowers the Secretary of State, for the purpose of protecting the public from danger, to prohibit, by Order, the navigation of air craft over any area or areas. An Order may apply either to all aircraft or to any particular class of aircraft, and may prohibit their navigation at all times, or at any specified times, or on any particular occasions; it may further make exceptions and prescribe conditions. [Cap. 4.]

1912-13.

Metropolitan Police Act.—Raises the limit on the amount which may be raised by rate for the purpose of the Metropolitan Police from 9*d.* to 11*d.* [Cap. 4.]

Shops Act.—Consolidates the Shops Acts, 1892 to 1911. [Cap. 3.]

Criminal Law Amendment Act.—Gives increased powers of dealing with the White Slave traffic, brothels, male procurers, and persons living on the earnings of prostitution. [Cap. 20.]

BILL PASSED IN THE HOUSE OF COMMONS, 1912-13.

Established Church (Wales) Bill.—A measure intended to terminate the establishment of the Church of England in Wales and Monmouthshire, and to make provision in respect of its temporalities.

It puts an end to the establishment by—

(a) Abolishing the present system of patronage in the Church in Wales.

(b) Dissolving all ecclesiastical and cathedral corporations in Wales, whether sole or aggregate.

(c) Putting an end to the right of the Welsh Bishops, as such, to be summoned or qualified to sit and vote as Lords of Parliament.

(d) Removing the existing disability of the clergy of the Church in Wales to sit and vote in the House of Commons.

(e) Abolishing the coercive jurisdiction of ecclesiastical courts and persons in Wales. Ecclesiastical law will cease to exist as law, but the laws, articles, doctrines, rights, &c., of the Church of England, subject to any alterations that may be made in them by the disestablished Church, will, however, be binding on a contractual basis on the members of the Church in Wales, and will be capable of being enforced in the temporal courts, subject to certain conditions, in relation to any property held on behalf of the Church.

(f) Powers are given to the disestablished Church to set up courts of its own, and to form its own constitution.

(g) Bishops and clergy of the Church in Wales will cease to be members of, or to be represented in the Houses of Convocation of the Province of Canterbury.

As regards the temporalities of the Church, the Bill appropriates to national purposes (defined in the Bill) the ancient endowments of the Church (*i.e.*, those in existence in 1662): the parochial burial grounds being transferred to burial authorities; other parochial endowments to county and county borough councils; and the episcopal and capitular endowments to the University of Wales. Definite conditions are laid down as to the application of the property by the public bodies to whom it is transferred.

All other property is left to or may be transferred by the Church.

All existing interests in property are strictly safeguarded and preserved, but the Bill contains a scheme by which the Church is given an option of taking over the liability for the existing interests in exchange for the payment of a capital sum equal to the actuarial value of those interests.

INDIA OFFICE.

<i>Secretary of State for India</i>	{	THE VISCOUNT MORLEY, O.M.	(1906-10.)
		THE MARQUIS OF CREWE, K.G.	(1910.)
<i>Parliamentary Under Secretary</i>	{	THE RT. HON. J. E. ELLIS, M.P.	(1905-6.)
		THE RT. HON. C. E. HOBHOUSE, M.P.	(1906-8.)
		THE RT. HON. T. R. BUCHANAN, M.P.	(1908-9.)
		THE RIGHT HON. THE MASTER OF ELIBANK, M.P. [<i>Lord Murray of Elibank</i>]	(1909-10.)
		THE HON E. S. MONTAGU, M.P.	(1910.)
<i>Permanent Under Secretary</i>	{	SIR ARTHUR GODLEY, G.C.B.	(1883-1909.)
		SIR RICHMOND RITCHIE, K.C.B.	(1909-12.)
		SIR THOMAS HOLDERNES, K.C.S.I.	(1912.)

ADMINISTRATION.

Constitutional.—The Council of India having been enlarged by the Act of 1907, the Secretary of State appointed two Indian gentlemen (one a Hindu and the other a Muhammadan) to be Members. This admission of Indian Members to the Council of India was held by some well-qualified to judge to be, in its direct and indirect effects, not only on public business, but also on feeling and manners, the most important step since the assumption of full regal authority nearly half a century ago.

But further important proposals for giving Indians a larger political representation and wider opportunities of expressing their views on administrative matters in India were under consideration by his Majesty's Government in consultation with the Government of India and in the Session of 1909 the Indian Councils Act, 1909 (9 Edw. VII., c. 4) was passed.

The effect of this measure, which was the subject of much discussion in India previous to its introduction and during its passage through Parliament, may be briefly summarised as follows:—(1) The principle of election of members of Legislative Councils, in partial substitution for nomination, received legal sanction; previously, all members had been nominated by the Head of the Government, although a certain number of nominations had been made on the "recommendation" of bodies defined by the Rules made under the Act of 1892; (2) The number of members of the various Legislative Councils was greatly enlarged; (3) The number of members of the Executive Councils of Madras and Bombay, heretofore two, was increased to such number, not exceeding four, as the Secretary of State in Council may from time to time direct; (4) Power was taken for the Governor-General in Council, with the approval of the Secretary of State in Council, to create an Executive Council, consisting of not more than four members, to assist the Lieutenant-Governor of Bengal in the Government of the Province; (5) Power was taken to create a similar Executive Council in any other Province under a Lieutenant-Governor, provided that in the case of such a Council a draft of the proposed proclamation creating

it must be laid before Parliament for not less than sixty days during the Session, and if, before the expiration of that time, an address is presented to His Majesty by either House against the draft, no further proceedings thereon can be taken; (6) Authority was given to frame rules for the discussion, at any meeting of the Legislative Councils, of the Annual Financial Statement of the Empire or Province, and of any matter of general public interest; and the prohibition against proposing any resolution, or dividing the Council, in respect of any such financial discussion, or the answer to a question asked, imposed by the Councils Act of 1892, was removed; (7) Power was given to the Governor-General in Council to frame, subject to the approval of the Secretary of State in Council, regulations for carrying the Act into effect; and the Act prescribed that all proclamations, regulations and rules made under it should lie before Parliament after being made.

Separate regulations were drawn up for the Legislative Councils of the Governor-General and of the Governors of Madras and Bombay, and of the Lieutenant-Governors of Bengal, of the United Provinces of Agra and Oudh, of the Punjab, of Eastern Bengal and Assam and of Burma. Detailed rules as to the method of election of elected members were scheduled to each set of regulations. All these regulations and schedules were included in a Blue Book (Cd. 4987) which was presented to Parliament in 1910. In the same year an Executive Council was created for the Lieutenant-Governor of Bengal. The Council consisted of three members, including one Indian.

Another important step taken in the course of 1909 was the appointment for the first time of an Indian to be a member of the Governor-General's Executive Council. Mr. S. P. Sinha, Barrister-at-Law, who had previously filled the posts of Standing Counsel and Advocate-General of Bengal, was appointed Legal Member of the Governor-General's Council in April, 1909.

Mr. Syed Ali Inam succeeded Mr. Sinha as Legal Member in 1910.

On 12th December, 1911, at the Coronation Durbar held at Delhi, a momentous announcement was made by His Majesty the King-Emperor in person regarding a change in the seat of the Government of India and a reconstitution of the territories formerly included in the Provinces of "Bengal" and "Eastern Bengal and Assam." This announcement was made in the following terms:—

"We are pleased to announce to Our People that on the advice of Our Ministers tendered after consultation with Our Governor-General in Council, We have decided upon the transfer of the seat of the Government of India from Calcutta to the ancient Capital Delhi, and simultaneously, and as a consequence of that transfer, the creation at as early a date as possible of a Governorship for the Presidency of Bengal, of a new Lieutenant-Governorship in Council administering the areas of Bihar, Chota Nagpur, and Orissa, and of a Chief Commissionership of Assam, with such administrative changes and redistribution of boundaries as our Governor-General in Council with the approval of Our Secretary of State for India in Council may in due course determine. It is Our earnest desire that these changes may conduce to the better administration of India and the greater prosperity and happiness of Our beloved People."

The reasons for these great constitutional changes cannot be adequately stated in a limited space, but a short account of them may be attempted.

In the first place, as regards the transfer of the seat of Government, if a change was to be made, the choice of Delhi as the new capital was the only possible one. Not only does it possess such material advantages as a commanding and central situation conveniently placed in comparative proximity to Simla, the hot weather station of the Government, but its great historical associations give it an overwhelming claim to the sentimental attachment both of Hindus and of Muhammadans. With both it has almost the traditional prestige as an imperial city which is possessed by Rome or Constantinople in the West. There was thus no difficulty in choosing a new capital; the only question requiring decision was whether the old one should be relinquished. The desirability of Calcutta as the seat of the supreme Government in India has always been an open question, and the advantages of making a change of capital have often previously been discussed. Before the whole country had been opened up by rail and telegraph there were obvious reasons against establishing the capital in the interior. But these drawbacks have disappeared with the spread of means of communication. A position in Upper India to-day has the unqualified advantage of being more central, whereas in former times it would have been more inaccessible and remote. While the objections to withdrawing the capital from the seaboard had disappeared, the disadvantages of Calcutta had recently become more prominent. Calcutta was the seat of the local Government of the Province of Bengal, as well as of the Government of India. The co-existence in the same city of the Supreme Government of India and the subordinate Government of one of India's most important Provinces was bound to result in considerable administrative and, to some extent, political inconvenience of the kind which has been purposely avoided elsewhere, *e.g.*, in the federal constitutions of the United States, of the Dominion of Canada, and of the Commonwealth of Australia, by the choice of a federal capital distinct and separate from any State capital. While the Government of India resided in Calcutta, the influence of purely local opinion was able to make itself felt with a strength out of proportion to its real value; there was, consequently, some danger of a Government duly sensitive to public opinion being only obscurely conscious of public opinion at large. The intimate connection of the Government of India with a single Province was unfair to the other Provinces. Moreover, the responsibility for events in that Province was apt to be wrongly attributed to the Supreme Government. This in its turn reacted unfavourably on the local Government, whose sense of responsibility was apt to be weakened proportionately. All these undesirable results had come more into evidence in recent years, in which public opinion in India has become more articulate, and has found a fresh medium of expression in the enlarged and partly elected Legislative Councils.

A special force was added to these general considerations by the decision to create a separate Governorship of Bengal, similar to the already existing Governorship of the Presidencies of Madras and Bombay. The effect of this step is that the Government of Bengal will now usually be placed under a statesman specially appointed from home

instead of under a Lieutenant-Governor more directly subordinate to the Governor-General. The elevation of the province to the status of a Governorship would have greatly increased the difficulty of the existence of the Imperial and local Government side by side in a single capital. The difficulty would, in fact, have then been so great that the change in the status of Bengal could not have been contemplated except as part of a larger scheme, involving the shifting of the seat of the Imperial Government away from Calcutta.

A brief explanation is necessary regarding the reasons for the other side of the changes announced at the Durbar—the reconstitution of the territories, which, since the partition of Bengal in 1905, had formed the two Lieutenant-Governorships of “Bengal” and “Eastern Bengal and Assam.” The project of creating a Governorship of Bengal was not more novel than the question of shifting the capital of the Imperial Government from Calcutta. Power to appoint a separate Governor of the old Presidency of Bengal other than the Governor-General of India was provided by the Charter Act of 1853. The project had been discussed as far back as 1867–8, but as it was incompatible with the retention of Calcutta as the seat of the Government of India, and there were then some grounds for regarding a transfer of the capital as undesirable, the proposals then mooted had to be abandoned. Under other powers provided by the Act of 1853 a Lieutenant-Governor of Bengal under the Governor-General had been appointed in 1854, and other Lieutenant-Governorships had been formed out of the expanded territories of the old Bengal Presidency under powers given in this or previous and subsequent Acts. It was thus that in 1905 Bengal proper was divided between two Lieutenant-Governorships, the western portion remaining with the non-Bengali territories of Bihar, Chota Nagpur and Orissa as “Bengal,” and the eastern section being amalgamated with Assam under a new Lieutenant-Governorship. This division of Bengal was never popular with the Bengalis, and after the establishment of the new Legislative Councils the reality of their grievance became much more obvious. There was a great increase in the elective element in the new Councils (see above), and the Hindu Bengalis found themselves in a minority in the representation on the Councils both of “Bengal,” where they were outnumbered by the Biharis and inhabitants of Orissa, and in Eastern Bengal and Assam, where the Muhammadans of Eastern Bengal and the Assamese were in a majority. At the same time the Biharis and the Oriyas felt that their growth as individual units was being checked by their union with Bengal. The province of Bengal as it existed before 1905 had been found too large for a single administration, and this had been the cause of its partition. A modification of the partition being desired, it naturally took the form of the separation of Bihar and the two other sub-provinces, the re-uniting of the two sections of Bengal proper and the return of Assam to its original status of a Chief Commissionership. This arrangement was favourable to all the interests concerned, except, perhaps, to those of the Muhammadans of Eastern Bengal; but the Muhammadans in the reunited Bengal remain approximately equal in point of numbers to the Hindu Bengalis and enjoy special representation on the Legislative Council. Moreover, the new Bengal is a territory of comparatively modest extent, easily maintained under the direct surveillance of the new

Governor, who will treat Dacca, the old capital of Eastern Bengal and the chief centre of Muhammadan interests as his second capital. A separate University is to be established at Dacca, which has hitherto only possessed a College affiliated to the University of Calcutta.

The changes announced at Delhi were rapidly carried out in 1912. Under the powers reserved to him by the Act of 1853 (see above) the Secretary of State in Council made a declaration that the Governor-General of India should no longer be Governor of the Presidency of Fort William (Bengal), and that a separate Governor should be appointed. Lord Carmichael, the new Governor of Madras, was appointed first Governor of Bengal (he has since been succeeded in Madras by Lord Pentland). An Executive Council was appointed for the Governor of the Presidency. Proclamations were issued delimiting the territories included in the Presidency constituting the province of Bihar and Orissa, and forming Assam into a Chief Commissionership. The changes, which required legislation in Parliament, were effected by the Government of India Act, 1912 (2 & 3 Geo. V., c. 6). This Act placed the Bengal Presidency in the same position as those of Madras and Bombay as regards the powers, &c., of the Governor in Council; it also provided for the creation of an Executive Council in the new province of Bihar and Orissa, and for the creation of Legislative Councils for Chief Commissioners. These latter changes were necessary to avoid any loss of status on the part of the new provinces of Bihar and Orissa, and of Assam, since the former had previously been part of the province of Bengal under a Lieutenant-Governor assisted by an Executive Council, while the province of Eastern Bengal and Assam had had a Legislative Council. A proclamation was subsequently issued creating an Executive Council for the Lieutenant-Governor of Bihar and Orissa, and steps were taken for the constitution of the Assam Legislative Council.

In order that the immediate environs of the new capital at Delhi might be under the direct control of the Government of India, a separate small province or enclave of Delhi was subsequently created, to be administered by a Chief Commissioner.

Administrative Machinery.—A Royal Commission was appointed in 1907 to inquire on the spot into the relations now existing for financial and administrative purposes, between the Supreme Government and the various Provincial Governments in India, and between the Provincial Governments and the authorities subordinate to them, and to report whether, by measures of decentralisation or otherwise, those relations can be simplified and improved, and the system of government better adapted to meet the requirements and promote the welfare of the different provinces, and, without impairing its strength and unity, to bring the Executive Power into closer touch with local conditions.

The Commission having completed its inquiries in India (November, 1907, to April, 1908) reported on 25th February, 1909, and its Report is now under the consideration of the Government of India. Action has already been taken on some of its recommendations, which make for a more decentralised administration.

In 1912 a Royal Commission (the Indian Public Services Commission) was appointed to examine and report upon the following matters in

connection with the Indian Civil Service, and other civil services, Imperial and Provincial:—

- (1) The methods of recruitment and the systems of training and probation;
- (2) The conditions of service, salary, leave and pension;
- (3) Such limitations as still exist in the employment of non-Europeans and the working of the existing system of division of services into Imperial and Provincial;

and generally to consider the requirements of the Public Service, and to recommend such changes as may seem expedient.

Police Reform.—The important reforms in police administration already initiated have been continued by the gradual adoption of the schemes elaborated by the Commission of 1902–3. This Commission showed certain abuses to exist, and the Government of India are taking vigorous steps for their eradication and for the improvement of the force. The main feature of the reforms is a general increase of pay throughout every grade: the aggregate additional expenditure on the police in the four years following the issue of orders on the Commission's report amounts to nearly two and a-half million pounds.

Education, &c.—The policy of educational reform was continued, and increased grants were made. At the same time a sum was set aside for agricultural development and research.

A special announcement regarding the extension of education in India was made at the Delhi Durbar in 1911 by the Governor-General on behalf of His Majesty the King-Emperor. It was to the following effect:—

“The Government of India have resolved, with the approval of His Imperial Majesty's Secretary of State, to acknowledge the predominant claims of educational advancement on the resources of the Indian Empire, and have decided, in recognition of a very commendable demand, to set themselves to making education in India as accessible and wide as possible. With this purpose they propose to devote at once 50 lakhs* to the promotion of truly popular education, and it is the firm intention of Government to add to the grant now announced further grants in future years on a generous scale.”

This announcement, coupled with the formation of a separate Education Department of the Government of India, marks the commencement of a new stage in educational policy. Before the end of the financial year, the member of the Viceroy's Council in charge of the Financial Department was able to add another recurring grant of £67,000 to the recurring grant announced at the Durbar. This was further supplemented for the year 1911–12 by a non-recurring grant of £433,000.

Special encouragement is being given to technical education by means of numerous scholarships to students for study in Europe, and several new technical schools have recently been started in India.

In 1912 the Secretary of State appointed a Committee “to inquire and report as to the facilities available for Indian students for industrial

* £333,000.

and technological training in this country, with special reference to the system of State Technical Scholarships established by the Government of India in 1904."

In Bengal a new appointment of Superintendent of Industries and Inspector of Technical Education has been created, whereby it is hoped that this important branch of education will be stimulated and organised. A comprehensive scheme for extending the facilities for the study of technical and industrial subjects has also been introduced in the United Provinces of Agra and Oudh.

The Departmental Committee appointed to inquire into the system of selection and training of candidates for the Forest Department sat in March-April, 1908. Its report has been referred by the Secretary of State to the Government of India for opinion on its recommendations, but some of these have already been adopted in the rules for recruitment.

An important step was taken towards the amelioration of the position of Indian students in this country by the establishment of a Bureau of Information and an Advisory Committee. The head of the Bureau, styled the Educational Adviser to Indian Students, is also a member of the Advisory Committee, which is composed of well-known Indian and Anglo-Indian gentlemen; and the two work in close relation with one another. The functions of the former are to answer inquiries regarding educational facilities, to keep a list of lodgings and boarding-houses suitable for Indian students and of private families willing to receive them, to furnish students with references, to bring special cases to the notice of the Advisory Committee, and generally to give all possible assistance to students in this country and to their parents in India. Local Committees have been appointed in the various Provinces in India to be in direct communication with the Educational Adviser, so as to enable him to obtain trustworthy information regarding the needs of students who have come or are about to come to this country.

The Advisory Committee was designed to stand, so far as possible, *in loco parentis* to students whose parents are unable themselves to supervise their education, and in particular to assist students in social matters. It is available for consultation by students or their parents, by the Educational Adviser and by the Secretary of State, and bring to the latter's notice any matter in which it considers that action is desirable on behalf of the students.

The Secretary of State, while not desiring to exercise any official control, is also subsidising a scheme for the establishment of a club, in which two societies—the Northbrook Society and the National Indian Association—are uniting their activities for the promotion of social intercourse among Indian students and their friends and well-wishers in England.

In 1912 an important modification was made in this scheme for promoting the welfare of Indian students in this country. The success of the tentative steps which had already been taken, as described above, was felt to justify a larger development. The care of the interests of students all over the country had been found much too heavy a task to be undertaken from single headquarters situated in London, even when the officer in charge of it had the assistance of an Advisory Committee. It was, therefore, decided to take gradual steps in the direction of decentralising the work by the appointment of local advisers, on the model of

the Educational Adviser in London, in all the important educational centres at which there are Indian students. It was necessary, as a corollary of this division of the work among a number of local advisers, to have one central administrative authority to whom they could refer all cases of difficulty and who would be in a position to consider and make recommendations to the Secretary of State upon the large number of questions affecting students in this country generally which are continually arising. An officer was accordingly added to the establishment of the Secretary of State at the India Office with the title of Secretary for Indian Students. He is responsible for the general working of the whole scheme, and for all correspondence with the Advisory Committees in India and with Universities and professional authorities in the United Kingdom. Mr. C. E. Mallet was appointed to this new office and at once entered upon his duties.

Excise.—The conclusions of a Committee appointed some time ago by the Government of India to inquire into the Excise system of the country have received careful attention. Orders have been passed by the Government of India in accordance with their settled policy of minimising temptation for those who do not drink, and discouraging excess among those who do, and Local Governments have been engaged on the revision of the various Excise Acts. Papers on the subject have been presented to Parliament.

Opium.—Following on an agreement made in 1908, a further agreement was concluded with China in 1911, under which the export of opium from India to China is being diminished annually in such a way as to be extinguished in 1917, China undertaking at the same time to diminish her internal production of opium in a corresponding degree. The agreement of 1911 also provides for the closure of any Chinese province to Indian opium on clear evidence that the cultivation and import of native opium has been effectively suppressed in that province; and three provinces (Manchuria, Szechuen and Shansi) have already been closed accordingly. Further, it is provided in the agreement that the export of opium from India to China shall cease earlier than 1917 if clear proof is given of the complete absence of production of native opium in China.

The area estimated to be devoted to the cultivation of opium in the Bengal opium agencies in 1911 was about one-third of the average area under opium in those agencies in the years immediately preceding the agreement of 1908 with China. The number of chests of Bengal opium to be sold for export to China in 1912 has been fixed at 6,700; and the total opium exported from India for the China market during that year, including Malwa opium, will not exceed 21,680 chests, as compared with an average of 51,000 chests annually before 1908.

The general question of the opium habit in the Far East has been investigated by a Joint International Commission, which assembled at Shanghai early in 1909. This was followed by a Conference at the Hague in December, 1911, at which an International Convention was drawn up for the regulation of traffic not only in opium but also in morphia and cocaine.

Factories.—In 1907 the Government of India received an important report from a Committee appointed to make a preliminary

inquiry into the conditions of labour in textile factories in India. The report, while doing justice to the general conditions, disclosed the existence of abuses for the remedy of which alterations in Indian factory law were required. The subject was one of such importance and difficulty that it was necessary to appoint a Commission for the detailed and exhaustive consideration of the reforms suggested. The Report of the Commission, which was presented to Parliament, proposed extensive changes in the law. An Act has since been passed by the Legislative Council of the Governor-General, containing various provisions, of which the most important is restriction of the hours of adult labour in textile factories to 12 a day. In Indian factories work is not continuous but intermittent, so that a 12 hours' day does not mean anything approaching 12 hours' continuous labour. Hitherto the hours of labour in textile factories have sometimes extended to 15 hours a day or more. The Act also deals drastically with serious abuses that existed in connection with the employment of children, and with other matters.

Plague.—The rate of mortality from the plague was greatly reduced in the years 1908 and 1909; but, in spite of the sustained efforts of the Indian Governments, there has been a serious recrudescence of the disease in 1910 and 1911.

Investigations into the causes of the disease continue to be actively prosecuted by a Commission under the auspices of the Royal Society, and discoveries have been made which have an important bearing on the question of the remedies to be applied.

Famine.—In the autumn of 1907 the monsoon rains failed over extensive tracts in Upper India, resulting in failure of the harvests, and abnormally high prices of food grains during the agricultural year ending in the summer of 1908. Owing to the promptitude and liberality with which relief measures were set on foot, the distress has been less marked than on any similar occasions. Nearly £1,500,000 was expended on providing work and other forms of relief for the sufferers, and a similar sum was advanced to the cultivators to enable them to extend irrigation or to resume field work at the close of the drought. Land revenue to the amount of over £2,000,000 was also suspended. Agricultural conditions in the succeeding years have been generally good. Prices, however, both agricultural and other, stand at a high level in India as elsewhere. An inquiry has been instituted into the cause of the high prices in India.

Agriculture.—The opening of large areas to cultivation in the parts of the Punjab and Sind irrigated by the Chenab and other large canal systems had created a large class of Government tenants under special conditions. Proposals were brought forward in 1907 to regulate these conditions, but were rejected as unsuitable; and it has now been decided to allow the colonists of fifteen years' standing to purchase their lands at a very moderate fee. Progress under the Co-operative Credit Societies Act has been rapid beyond expectation, and a Bill has been introduced extending the application of the Act to Co-operative Societies of other kinds and making other changes which experience has suggested.

Taxation.—By the Indian Budget of 1906 certain "cesses" levied upon agriculture, amounting to about £550,000, were abolished.

In 1907 the tax on salt was reduced from $1\frac{1}{2}$ rupees (2s.) to 1 rupee (1s. 4d.) per maund (82 lbs.), this reduction being estimated to cost over a million and a quarter pounds sterling for the first year. Reductions have been effected in postal rates which will cost some £200,000 a year.

In view of the financial strain caused by the unfavourable season in 1907, it was not possible to make in the Budget for 1908-9 any remissions of taxation or large grants for administrative improvements, but provision has been made for annual grants of £200,000 to be distributed to Provincial Governments for expenditure on sanitation.

The year 1908 was marked by severe commercial depression; and agricultural conditions were not favourable. Although prospects at the commencement of 1909-10 were looking brighter, any remission of taxation in the Budget for that year was out of the question. The only special grant that could be made in aid of Provincial expenditure was one of £77,000 in aid of police reform.

In the financial year 1909-10 India enjoyed generally good seasons and abundant crops; but trade was slow to recover from the depression of the two previous years, and the accounts for the year showed only a small surplus. No grants of any importance could be made for Provincial development.

In view of the uncertain character of the opium revenue and its prospective diminution under the agreement between Great Britain and China, some increase of taxation was found necessary, and the Budget for 1910-11 provided additional revenue of about £1,000,000, mainly by enhanced customs duties on liquors, tobacco, silver and petroleum.

The year 1910-11 was exceedingly prosperous, and it was found practicable to make grants from surplus revenue to Provincial Governments amounting in all to somewhat more than £2,000,000. Nearly one half of this took the form of non-recurring grants in aid of education and sanitation; the remainder was chiefly devoted to various public works and to police reorganisation in Eastern Bengal and Assam.

After provision for this exceptional expenditure, the year closed with a surplus of close upon £4,000,000, of which nearly £2,000,000 was set aside for the discharge of temporary debt.

In view, however, of the evanescent character of the opium revenue, which contributed largely towards the surplus of 1910-11, no appreciable remission of taxation could be contemplated. A slight reduction of the import duty on tobacco was made in the Budget of 1911-12, with a view to rendering the tax more productive.

The year 1911-12, notwithstanding a deficient monsoon in some parts of the country, was a very prosperous one for India generally. Besides meeting the cost of the Delhi Durbar, and of boons granted on the occasion of it amounting to about £600,000, the revenue of the year sufficed to provide initial grants of £782,000 in connection with the creation of the new provinces of Assam, Bengal and Behar, and other grants aggregating £865,000 for non-recurring expenditure on provincial sanitation, agriculture and allied objects, and on the improvement of communications in Burma.

After provision for these exceptional grants, the year was expected to close with a surplus of about $2\frac{3}{4}$ millions sterling, from which it was proposed to devote nearly £1,200,000, derived from opium revenue

(swollen by abnormally high prices), to the discharge of temporary debt during 1912-13.

The Budget for 1912-13 presented the following features:—(1) a reduction of £500,000 in military expenditure; (2) a recurring grant of £400,000 (of which £333,000 was promised at the Delhi Durbar) for the furtherance of popular education; (3) a non-recurring grant of £433,000 for buildings and other expenditure on Universities and hostels; (4) the discharge during the year of the whole of the outstanding India Bills, £4,500,000.

Army Administration.—The detailed arrangements for carrying out the important changes in military administration previously decided upon were sanctioned early in 1906. The “Military Department” of the Government of India was abolished, its work being divided between two newly-constituted departments (called respectively the “Army Department” and the “Military Supply Department”) and the Financial Department of the Government of India. The Military Supply Department was placed in charge of a Member of the Governor-General’s Council, and the Commander-in-Chief in India assumed charge of the Army Department, which is responsible for the strictly military portion of Army Administration.

The Department of Military Supply was abolished at the end of the financial year 1908-09, His Majesty’s Government being satisfied, after three years’ experience, that, while it worked efficiently and without friction, the share of military administration left to it at the reorganisation of 1906 was insufficient to justify its continuance as a separate department. The Commander-in-Chief in India, as Member of the Governor-General’s Council in charge of the Army Department, took over the work of the Military Supply Department, and thus became responsible to the Governor-General in Council for the entire administration of the Army in India.

Lord Kitchener’s schemes for the redistribution and reorganisation of the Army in India were examined by two expert Committees in this country in 1906-07, and the conclusion was reached that, while the expenditure necessary for their completion must be continued, it might be spread over a greater number of years. The estimates for 1907-08 were accordingly reduced by £500,000.

Further progress was made in 1908 with the measures initiated by Lord Kitchener. In particular, the arrangements of the Supply and Transport Department were revised with a view to greater decentralisation. Two battalions of Gurkhas were added to the Indian Army in place of two Moplah battalions, disbanded on account of their deficiency in military qualities. Two native mountain batteries were raised, the reorganisation of Horse and Field Artillery was carried out, and a large number of ammunition columns for the latter were formed. On the initiative of Lord Morley, an all-round increase of the pay of the Native Army and free supply of fuel came into force on 1st January, 1909, and at the same time the pay of the junior British officers was revised.

The Estimates for 1908-09 were in excess of those for 1907-08, owing to certain charges which could not be foreseen, such as the extra cost of food and forage, the additional payment to the War Office in respect of the cost of obtaining recruits and reliefs for the British Army in India, as well as the above-mentioned free firewood and increase of

pay granted to the Indian Army. The Estimates for 1909–10, however, showed a reduction in net expenditure of £84,700 on the total Military expenditure, due to the realisation of economies effected in recent years as well as other causes.

Since that date, however, there has been a tendency for military expenditure to rise, due partly to the fact that several of Lord Kitchener's Reorganization measures have reached the limit of their recurring cost, and partly to a large Ordnance outlay on measures of rearmament. The necessity for rebuilding the Lines of a considerable number of Indian Army units has affected the estimates for the last two years, and will continue to do so for some years to come.

A long series of raids on British territory by Zakka Khel and Mohmand tribesmen necessitated two punitive expeditions in the spring of 1908, which, under the command of Major-General Sir James Willcocks, were successfully conducted and were quickly followed by the complete submission of the offending tribes. Papers on this subject were presented to Parliament.

During 1909–10 the process was completed by which the Army in India was brought under the system of staff organisation which had recently been introduced in England and in other parts of the Empire, under which the staff is divided into a general staff and an administrative staff. In 1912 a Committee, styled "The Army in India Committee," was appointed by the Government of India, under the presidency of Field-Marshal Lord Nicholson, to make certain inquiries under the following terms of reference:—

- (1) To carry out a comprehensive survey of the various circumstances requiring the use of military force which might arise out of the external and internal situation of India under the conditions which now exist or may probably arise during the next few years.
- (2) To consider and report on the numbers and constitution of the armed forces which should be maintained in India to meet these obligations.
- (3) To consider and report whether any, and, if so, what measures for the reduction of military expenditure are compatible with the efficient maintenance of that force.

The following minor operations were undertaken during the period 1910–12:—

Persia.—During 1910–12 a small force of Indian Infantry was employed in the Persian Gulf to assist the Navy in the suppression of the illicit traffic in arms, and in 1911–12 a regiment of Indian Cavalry was maintained at Shiraz in connection with the tribal disturbances in those regions.

China.—Owing to the revolutionary movement in China, 1 Indian Mountain Battery and 2 Battalions of Indian Infantry were sent to Hong Kong in 1912.

Somaliland.—In 1909–10 a Battalion of Indian Infantry was employed in Somaliland, and in 1912, owing to a renewal of internal disturbances, half a Battalion of Indian Infantry was sent from Aden to Berbera. A local Camel Constabulary has been raised for patrol work on our border, and for the protection of friendly tribes.

North-East Frontier.—In 1911 a punitive expedition, under the command of Major-General Bower, was dispatched against the Abor tribes to exact reparation for the murders of Mr. Williamson and Dr. Gregorson. This expedition returned in April, 1912, having accomplished its object. Peaceful missions were sent about the same time to visit the Mishmi and Miri countries.

The net expenditure for military services in India for the three years ending 1912–13 is estimated as under:—

1910–11	...	...	£19,264,312
1911–12	...	...	19,628,700
1912–13	...	...	19,094,500

A second Infantry Brigade was formed at Quetta in 1912, and Cavalry Brigade headquarters transferred from Bangalore to Lucknow to form headquarters of the eighth Cavalry Brigade. A permanent garrison of 1 Battery of Horse Artillery, a Regiment of Indian Cavalry, a Battalion of British Infantry and 2 Battalions Indian Infantry were sanctioned for the new cantonment, Delhi. Wireless communication connecting Simla, Delhi, Allahabad and Calcutta has been established since 1912; and the question of forming an Aviation Corps has been under the consideration of the military authorities in India.

Railways.—To meet the requirements of trade, considerably increased expenditure on rolling-stock has been sanctioned.

A Special Committee was appointed in 1907 to inquire into Indian Railway Finance, to report whether larger sums should be spent on Indian railways, and, if so, how such money should be provided. The Committee was instructed also to suggest improvements in the administration of Indian railways. In their report, which was received in 1908, they recommended, *inter alia*, the reorganisation of the Indian Railway Board, and the provision of 12½ millions sterling a year for capital expenditure on railways under the railway programme. That amount has accordingly been accepted as the standard of expenditure in ordinary years on fresh railway construction and improvement; and changes have been made in the constitution of the Railway Board.

Arrangements for redistributing the railways of Southern India on the termination of the Madras Railway Company's contracts were carried through.

Since 1909 arrangements have been made for extending the periods of the contracts with the South Indian, the Bengal-Nagpur and the Bombay, Baroda and Central India Railway Companies, and for revising the terms on which the profits of the respective lines are divided between those Companies and the Government.

Among the important engineering works undertaken may be mentioned the bridge over the Lower Ganges at Sara, about 120 miles north-east of Calcutta, and the connection of the railway system of India with that of Ceylon by means of new lines and a ferry service between the Island of Rameswaram and Hanaar.

Telegraphs.—Under a convention concluded with Persia in 1901 an important new line of telegraph has been constructed through Central Persia, and through communication was established between Karachi and Teheran in November, 1907.

A system of direct telegraphic working between London and Karachi, a distance of 5,332 miles, was introduced on the 20th January, 1909, and has proved very successful in expediting the transmission of telegraph traffic between the United Kingdom and India.

The Press rates between India and the United Kingdom were reduced as from the 1st August, 1909, to 9*d.* per word.

The reorganisation of the Telegraph Department in accordance with the recommendations of the Committee which reported in 1907 has been carried out.

Wireless telegraphy has been introduced into India, and a scheme for establishing communication on that system between a number of important stations has been sanctioned.

Native States.—In April, 1911, the Maharaja of Benares was established as a Ruling Chief with full powers, subject to the Suzerainty of His Majesty. Certain districts previously administered by the British Government were constituted as a State and granted to His Highness under the restrictions and conditions necessary for safeguarding to their residents, as subjects of the Maharaja, the rights and privileges which they had enjoyed under British administration. The total area of the State thus constituted is 865 square miles, with a population of 346,000.

LEGISLATION.

1906.

Indian Railways Act Amendment Act.—Makes permanent the Act of 1894, which enables Indian Railway Companies to pay interest out of capital during construction. [Cap. 9.]

1907.

Council of India Act.—Increases the number of the Members of the Council of India from a maximum of 12 to 14, with a minimum of 10; reduces (in the case of those Members who must have resided in India) the period of possible absence from India before appointment to Council from 10 years to 5; and reduces the salary of future Members from £1,200 a year to £1,000, and their term of office from 10 years to 7. [Cap. 35.]

1908.

East India Loans Act.—Empowers the Secretary of State in Council to raise in the United Kingdom the sum of £20,000,000 for capital expenditure on Indian railways, and £5,000,000 for the general purposes of the Government of India. [Cap. 54.]

1909.

Indian Councils Act.—The object of this Act is explained above (p. 107). [Cap. 4.]

The Indian Railways Annuities (Sinking Funds) Act.—Enables the Trustees of the five Indian Railway Annuities to invest their Sinking Funds in their own “B” Annuities. [Cap. 22.]

1910.

The East India Loans (Railways and Irrigation) Act.—Vests the Secretary of State in Council of India with power to raise £25,000,000 for constructing, extending and equipping railways in India, for constructing irrigation works, and for other purposes. [Cap. 5.]

1911.

The Indian High Courts Act.—Raises the maximum number of judges of a High Court of Judicature in India, including the Chief Justice, to 20, and gives power for the establishment of a High Court even within the limits of the local jurisdiction of another High Court, which may be altered accordingly; it also empowers the Governor-General in Council to appoint additional temporary High Court judges. [Cap. 18.]

The Government of India Act Amendment Act.—Is intended to remove doubts as to whether the Secretary of State has power to grant gratuities to the legal personal representatives of deceased members of his permanent establishment. [Cap. 25.]

1912-13.

The Government of India Act.—The object of this Act is explained above (p. 111). [Cap. 6.]

IRISH OFFICE.

<i>Lord Lieutenant</i> - -	{	THE RT. HON. EARL OF ABERDEEN, K.T., G.C.M.G., G.C.V.O.	
<i>Chief Secretary</i> - -	{	THE RT. HON. JAMES BRYCE, M.P. (1905-7.) THE RT. HON. AUGUSTINE BIRRELL, K.C., M.P. (1907.)	
<i>Vice-President of the Department of Agri- culture and Techni- cal Instruction</i> - -	{	THE RT. HON. T. W. RUSSELL, M.P. (1907.)	
<i>Lord Chancellor</i> - -	{	THE RT. HON. SIR SAMUEL WALKER, BART. (1905-11.) THE RT. HON. REDMOND BARRY, K.C. (1911-13.) THE RT. HON. IGNATIUS J. O'BRIEN, K.C. (1913.)	
<i>Attorney-General</i> - -	{	THE RT. HON. R. R. CHERRY, K.C., M.P. (1905-9.) THE RT. HON. REDMOND BARRY, K.C., M.P. (1909-11.) THE RT. HON. CHAS. A. O'CONNOR, K.C. (1911-12.) THE RT. HON. IGNATIUS J. O'BRIEN, K.C. (1912-13.) THOMAS F. MOLONY, Esq., K.C. (1913.)	
<i>Solicitor-General</i> - -	{	THE RT. HON. REDMOND BARRY, K.C., M.P. (1905-9.) THE RT. HON. CHAS. A. O'CONNOR, K.C. (1909-11.) THE RT. HON. IGNATIUS J. O'BRIEN, K.C. (1911-12.) THOMAS F. MOLONY, Esq., K.C. (1912-13.)	
<i>Permanent Under Secretary</i> - - -	{	SIR ANTONY MACDONNELL, G.C.S.I., K.C.V.O. [<i>Lord MacDonnell.</i>] (1902-8.) THE RT. HON. SIR J. B. DOUGHERTY, K.C.B., K.C.V.O. (1908.)	

ADMINISTRATION.

The Executive Government.—The Proclamations which existed when the present Government came into office, under which the special provisions of the Criminal Law Procedure (Ireland)

Act, 1887, were applied to certain counties in Ireland, were revoked early in February, 1906, and since that time Ireland has been governed by the ordinary law. The Peace Preservation Act, which imposed special restrictions in Ireland, over and above those which obtain in Great Britain, upon the possession of arms, was not included in the Expiring Laws Continuance Act of 1906, and ceased to exist from and after 1st January, 1907. Owing, however, to the prevalence of cattle-driving and other forms of agrarian disorder, it was found necessary, in August, 1907, to proclaim the Counties of Clare, Galway, Leitrim, Longford, Roscommon, and King's County, with the object of appointing additional police. In June, 1908, two other Counties, Sligo and Westmeath, were similarly proclaimed. In all, 750 additional police were appointed, one-half of the cost of which falls on the local authorities and the other half on the Exchequer. Owing to the improved state of the country, it has been found possible to remove the Proclamations from King's County, Leitrim, Longford, Sligo and Westmeath, and to reduce the additional force serving in the remaining counties to 266.

An Inquiry by means of a Vice-Regal Commission was instituted by the Irish Government into the Railway System of Ireland. The Commission received a great deal of valuable evidence and made an important Report.

A Royal Commission was appointed in 1906 to inquire into the problem of congestion. The Report of the Commission was issued in 1908. Its main recommendations were (*a*) the extension of the area of the Congested Districts Board's operations, so as to include the entire western seaboard from Donegal to West Cork; (*b*) the enlargement of the Board by the addition of an elected representative of each of the nine counties concerned; (*c*) a considerable increase of the Board's annual income; (*d*) the provision of compulsory powers for the acquisition of land for the relief of congestion. These recommendations have in the main been embodied in the Irish Land Act, 1909. The Government failed to secure the passage into law of the provision that the Board should contain a representative element.

A Royal Commission was appointed to inquire into Trinity College, Dublin, and the University of Dublin, thus completing the Inquiry into the condition of Higher Education in Ireland which had been partly investigated by a previous Royal Commission which reported in February, 1903.

An Inquiry was also instituted into the working of the Department of Agriculture and Technical Instruction in Ireland. Many of the recommendations of the Committee have already been adopted by administrative action.

A Viceregal Commission appointed to inquire into the system of Inspection of National Schools in Ireland and certain kindred matters is now at work.

Annual Government Grants of £10,000 and £40,000 have been offered conditionally for scholarships from Primary to Secondary Schools and for the improvement of the position of Secondary Teachers respectively. Schemes for the disposal of these grants are under consideration.

Commissioners of Intermediate Education.—In 1908, the appointment of six permanent Inspectors provided for by the

Intermediate Education Act of 1900 was finally sanctioned. The Board have under consideration a gradual introduction of a scheme whereby the Inspector's Report will be a chief factor in determining the school grant: as part of this scheme, they have recorded their opinion that Pass Examinations might be abolished and Honour Examinations alone held. The first step in this direction has been taken by abolishing the Preparatory Examination in 1913.

Valuable assistance has been given by the Inspectors in the matter of rules, programmes and style of examination papers.

The grouping of subjects and the number of languages required for a pass have been altered from time to time, and special attention has been devoted to subjects which were being ignored by the schools, as well as to the system of Honour and Special papers.

Owing to the shrinkage in the Board's income, the value of Exhibitions has had to be reduced, and the qualifications for winning them altered from time to time, and in 1909 a Rule was introduced that they must be applied either to the winner's education or to his maintenance.

Commissioners of National Education.—The most important measure of administrative policy carried out in this Department since the beginning of 1906 is the settlement of the long-standing question of grants for school buildings and the revision of the plans according to which new schools will be built.

Next in importance and general interest has been the restoration of the special fees for teaching the Irish language, and for teaching Mathematics, in the primary schools in Ireland, which were withdrawn in the year 1905. Special facilities have also been given for the first time for the training of teachers to give instruction in Irish in the National Schools.

The arrangements for organising the introduction of better methods of teaching young children, the teaching of Domestic Arts—for example, Cookery, Laundry and Needlework—the teaching of Drawing, have also been developed and improved.

The accommodation for Students in Training Colleges recognised by the Board has been increased, and various alterations have been made in the training courses for teachers: the general inspection staff of the Board of National Education has been strengthened, including that dealing with musical instruction.

In 1908, the sum of £114,000 was voted in annual augmentation of the salaries of National School Teachers.

In 1909, the appointment of Women Inspectors for National Schools was sanctioned for the first time.

In 1911 a sum was voted for recouping school managers for expenses incurred in heating and cleansing schools, and towards the encouragement of gardening classes. In the same year a rule came into force which reduced the average attendance required to be maintained in schools in order to qualify for the grant to Assistant Teachers and Junior Assistant Mistresses.

In 1912, the Grant in aid of the Teachers' Pension Fund was increased from £18,000 to £43,000 per annum.

New Rules calculated to encourage the formation of Evening Schools in towns have been promulgated.

Local Government Board.—The Annual Reports of the Board deal in detail with the many branches of the administration. The following paragraphs deal with the developments of the policy of the Board which have been carried out since the present Government took office.

The passing of the Labourers Acts of 1906 and 1911 threw upon the Local Government Board the duty of organising a special Branch in the Department for the administration of the Acts, and of framing Administrative Regulations under the Acts. The Board, therefore, have prepared elaborate Orders with a view to cheapening and expediting procedure under the Acts, and have prepared and issued to the Local Authorities in Ireland which are concerned in the administration of the Acts model plans of labourers' dwellings. A special staff of inspectors has been appointed for holding local inquiries into schemes under the Acts. In all, the sum of £5,250,000 is to be expended on labourers' cottages and allotments under these Acts, while special provisions for the demolition of labourers' dwellings proved to be unfit for human habitation are contained in the Act of 1911, which has given a great stimulus to operations which had already attained considerable magnitude.

The Housing of the Working Classes (Ireland) Act which came into operation in 1908 amended previous enactments relative to Urban Housing. Among the facilities it affords for the erection of dwellings for the working classes, the following may be mentioned:—The extension of the period for the repayment of loans; the removal of the existing limitation of borrowing powers; provision for enabling reborrowing to pay off previous housing loans; the simplification of procedure for the acquisition of land; and provision for granting loans at the minimum rate of interest permissible.

The erection of working-class lodging houses by local authorities is being largely undertaken under this Act.

During the spring and summer of the year 1907, it was necessary to undertake relief measures under the Unemployed Workmen Act, 1905, and Section 13 of the Local Government (Ireland) Act, 1898, and to give employment to some six thousand families during the spring months. The crops of potatoes and oats having been very poor in twenty counties in the autumn of that year, loans were advanced to Boards of Guardians for the purchase of sound and healthy seed for distribution among small landholders. The bulk of the seed potatoes came from the north of Ireland, and the seed oats were mainly imported from Scotland.

The Unemployed Workmen Act was also put into operation in the towns of Dublin, Galway and Ennis in 1907, and in Dublin, Belfast and other towns in subsequent years. Distributions of grants under the Act have been made by the Board from time to time.

As opportunity arises, the Government continue the policy of vesting all duties of nominated bodies in the hands of the elected Local Authorities. Since the present Government came into power, there have been, in pursuance of this policy, transfers to County Councils of the powers of Drainage Boards and of Local Fair Authorities.

Several of the Irish towns which have corporate estates have sold their property to the tenants under the Irish Land Act, 1903, upon terms approved by the Local Government Board.

Much has been done to improve the arrangements for the Nursing of the Sick Poor. A large number of additional trained nurses have been appointed in the Workhouses and Infirmaries, and in the Western districts some thirty or forty additional midwives have been appointed.

The high death-rate, and the general state of the public health in Belfast, had given rise to much anxiety, and the Board therefore held an Inquiry into the matters. The Inquiry was one of great importance, and gentlemen of large knowledge of the sanitary administration of large industrial towns in England and Scotland placed their services at the disposal of the Local Government Board for the investigation. The Report of this Committee of Inquiry has been received, and it is hoped that the adoption of the Committee's recommendations will be of great service to the city.

In Belfast and in other parts of Ireland sporadic outbreaks of Cerebro-Spinal Meningitis appeared. The Local Government Board took immediate steps to notify the Sanitary Authorities of the symptoms of the disease, and urged them to improve the general sanitary conditions of their respective areas. The disease was made notifiable in forty-eight Urban and fifty-five Rural Districts. As the result of the Board's action the disease disappeared.

The very high death-rate in Ireland from pulmonary tuberculosis is the subject of grave concern to the Board. They have procured a special Report dealing with the various defensive measures which have been adopted with success in other countries, and they have circulated this Report amongst the Sanitary and Poor Law Authorities in Ireland, with suggestions showing the measures which can be adopted with a view to checking the spread of the disease. A sanatorium has been established in Belfast, and steps for the purpose have also been taken in Dublin and Cork. In other counties also the question of providing sanatoria is now being considered. Proposals for combating the disease have been formulated in the Tuberculosis Prevention (Ireland) Act, 1908, which was passed at the end of the Autumn Session. The provision of sanatorium accommodation and of other forms of treatment for persons affected with tuberculosis has assumed new importance in view of the enactment of the National Insurance Act, 1911, and the Parliamentary Grant available under that Act will afford a valuable inducement to the establishment of special institutions for the care of tuberculous patients. In addition, recoupment will be made from the Exchequer in respect of half the net expenses incurred by County Councils in the treatment of tuberculosis.

In 1908 an Order relating to dairies, cowsheds and milkshops was issued by the Local Government Board. This Order provides for the better control and supervision of the sources of the milk supply.

The proper supervision of meat exposed for sale in towns has been provided for by the Public Health Act of 1911.

The Board have endeavoured to promote an agreement between the Local Authorities and the Medical Officers of the Authorities with a view to establishing uniform scales of salary and settling other points about which difficulty has arisen.

An important reform in the matter of Vaccination has also been made, and the Poor Law Medical Officers of Ireland will in future be required to obtain, as a condition to appointment, certificates of proficiency

in vaccination from the special teachers who have been appointed by the Board.

The Board are continuing to call the attention of County Authorities to the advantages of maintaining roads by direct labour instead of by contract.

The Development and Road Improvement Funds Acts of 1909 and 1910, the provisions of the Finance Act, 1910, dealing with the application of motor-car licence duties to road improvement, and the Public Roads (Ireland) Act of 1911, are already tending, and will to a greater extent in the future tend, to improve the Irish roads.

The increase in motor traffic has necessitated the issue by the Board of various Orders connected therewith, and the Irish Automobile Club and Automobile Association and Motor Union have been delegated powers with reference to Irish-owned motor cars in use in foreign countries.

The Board are endeavouring to place upon a more satisfactory basis the system of boarding-out pauper children, and have introduced a new dietary system in workhouses which it is believed will afford a more varied and nutritious diet for the inmates and at the same time will tend to a considerable economy.

The duty devolving upon the Board of deciding appeals upon Old Age Pensions proved to be much more onerous than was anticipated. Over 56,000 appeals had been received up to March, 1912, of which some 54,800 had been dealt with. The Old Age Pensions Act of 1911 has been of much assistance in defining more clearly the powers of the Pension Authorities.

Orders have from time to time been issued regulating local election procedure, and in 1911 an Act empowered women to become candidates for the post of County or Borough Councillor.

The decennial adjustment of contributions to be made between certain suburban areas and the City of Dublin led to a protracted Inquiry by the Board in 1911-12, and an Order fixing the adjustment has now been issued.

Irish Land Commission.—The Regulations made in 1905 under the Irish Land Purchase Act of 1903 were cancelled by the Lord Lieutenant, and new Regulations in lieu thereof were issued on the 13th February, 1906. The new Regulations give greater opportunities to the Estates Commissioners for carrying out certain important objects of the Irish Land Purchase Act; for example, the acquisition of untenanted land for the reinstatement of evicted tenants, and for the improvement of uneconomic holdings. The Regulations also remove certain restrictions in the former Regulations which limited the freedom of the Estates Commissioners in utilising such untenanted land as came into their possession.

New Instructions to the officers employed by the Estates Commissioners, upon the inspection of estates proposed to be sold under the Act of 1903, have been framed by the Estates Commissioners, under the direction of Government, and have been substituted for the previous Instructions, which were issued by the Lord Lieutenant in February, 1906.

Eighteen Assistant Inspectors were appointed for a limited period, for the purpose of investigating applications lodged by persons seeking

reinstatement as evicted tenants; and fourteen Inspectors were appointed for a year for the inspection of untenanted land, with a view to its acquisition for the reinstatement of evicted tenants, and for other purposes of the Act of 1903.

A special Report was issued by the Estates Commissioners in 1907, showing the results of the investigations which the Commissioners had made of the applications from persons claiming to be evicted tenants, and in 1907 and 1908 Evicted Tenants Acts were passed. Particulars of the reinstatement of evicted tenants are to be found in the Annual Reports of the Estates Commissioners.

In March, 1909, the Outdoor Staff of the Estates Commissioners was reorganised with a view to increased efficiency, and the numbers of Assistant Inspectors and of Surveyors were increased. The result has been a considerable acceleration in the making of advances for Land Purchase.

With the rapid progress of Land Purchase, the number of applications to fix fair rents has naturally diminished. It was consequently found possible, in April, 1909, to effect a considerable reduction in the Staff of Assistant Commissioners and Assessors engaged upon the fixing of fair rents. This reduction has been continued, the majority of the Assistant Commissioners being transferred as Inspectors to the Staff of the Estates Commissioners.

In connection with the finance of the Land Act of 1909 a sum of £150,000, which will increase annually, has been provided on the Land Commission Vote for 1913-14 to meet the charges that would otherwise have fallen on the Guarantee Fund, and also a sum of £75,000 for the improvement of Estates, the Reserve Fund referred to in the Act of 1903 having been exhausted.

Up to the end of 1905, 383,996 applications to fix fair rents had been received under the Land Acts, both in the Land Commission and Civil Bill Courts, and 367,996 of these cases had been disposed of; 89,840 appeals *re* Fair Rents had been received and 78,591 disposed of. From 1906 to 1912, 28,468 fresh applications were received, and the total amount of arrears on the last day of 1912 was 5,238. In the same period 11,086 fresh appeals were received, and the arrears thereon on 31st December, 1912, stood at 1,298.

The total advances made by the Land Commissioners, including the Estates Commissioners, up to the end of 1905 amounted to £9,037,353, and during the years 1905-12 to £45,754,382. Advances under the Labourers (Ireland) Act, 1906, amounting to £3,812,056 were made in the period ended 31st December, 1912.

Congested Districts Board.—The Board's operations were circumscribed till the passing of the Land Act of 1909. Until that year, land to the value of only 2½ million pounds had been purchased. In the years 1910, 1911 and 1912 estates to the estimated value of between seven and eight millions have been offered for sale to the Board, and terms of sale have been agreed upon to the extent of £3,151,536. The 1909 Act more than doubled the Congested Districts area, which is now about one-third of Ireland.

In each year since 1909 a sum of £20,000 has been assigned by the Board for house improvement schemes under Parish Committees in

addition to the amount expended upon new buildings and house improvements on estates owned by the Board.

Full particulars of all land purchases are given in the Board's Annual Reports, and also details of the steps taken to develop sea fisheries and minor domestic industries.

Department of Agriculture and Technical Instruction.—Special additional provision has been made for the development of agriculture in the congested districts of the West of Ireland.

An Irish Draught Horse Stud Book and an Irish Cattle Herd Book have been established since 1905, and special measures have been taken to push the sale of Irish produce in Great Britain. Shows of Irish produce have been held in Great Britain to advertise the improved character of Irish agricultural produce, and the Department have encouraged the formation of a Society with the object of securing to Ireland the supply of seed potatoes to the English market.

A special Inspector has been appointed to watch the interests of agricultural produce in the markets of Great Britain; and the Department have obtained, in the interests of agriculture in Ireland, the insertion in Railway Bills of beneficial clauses relating to rates.

A list of Irish Exporting Manufacturers, with the names of the goods exported listed in five languages, has been prepared and circulated extensively abroad.

Evidence has been given before the Select Committee in the House of Commons appointed to inquire into the Butter Trade; and the Department has secured amendments in the Fertilisers and Feeding Stuffs Bill of 1906.

Orders have been issued regulating the importation of horses, asses, mules and fodder into Ireland, with a view to greater precautions against the introduction of disease; and the compulsory dipping of sheep annually throughout Ireland has been prescribed by Order.

The extirpation of a serious outbreak of glanders, which appeared at the end of 1905 among the horses on one of the Irish canal systems, was satisfactorily accomplished; and the dangerous exotic disease of horses, known as epizootic lymphangitis, was finally suppressed in Ireland.

A sum of £10,000 was provided in the Estimates for 1911-12 and 1912-13 for the encouragement of horse-breeding, and the Department drew up a scheme for its allocation.

An Inquiry into Irish Imports and Exports has been actively carried on, and eight Reports have been issued on the subject. Systematic Crop Reports are now furnished to and issued by the Department, and the system of collecting agricultural statistics in Ireland is being generally improved.

A revised scheme of Grants for Technical Instruction, which, amongst other things, enables Grants to be earned in apprenticeship classes in connection with works and technical institutions, has been introduced. A system of examinations for Technical Schools has been established. A scheme of Apprenticeship and other Scholarships has been put into operation.

The numbers attending technical classes increase yearly, and the Department's summer classes for teachers are well attended.

The winter agricultural classes continue to extend in size and number, with consequent increase in the number of instructors, and new agricultural schools have been founded in various parts of the country.

The Staff of the National Museum of Science and Art has been strengthened in various Departments. The Museum Annexe has been enlarged; and a Headmaster has been appointed for the Metropolitan School of Art of Dublin, whose work has been reorganised and developed.

Substantial improvements have been made by which certain harbours in Ireland will be rendered more useful to the fishing industry, and various experiments in fishery matters have been made. The Department have secured the allocation of a grant of £50,000 from the Development Fund for the improvement of harbour accommodation.

An Irish Crown Brand for cured herrings has been established. Much attention has been given to the development of motor boat fishing.

Orders have been issued with the object of preventing the spread of the diseases of American gooseberry mildew and black currant mite, and also dealing with the disease in potatoes known as Black Scab.

Under the Weeds and Agricultural Seeds Act, 1909, useful work has been done in preventing the spread of noxious growths and in testing samples of seeds being sold throughout the country.

Provision was made in the Finance Act, 1908, for the removal of the restrictions on the growing of tobacco in Ireland, so as to permit the continuance on a larger scale of experiments in the cultivation of this crop, and in 1909 the rebate on duty hitherto allowed to tobacco-growers was discontinued, and instead thereof a sum of £6,000 was placed on the Department's Vote for the purpose of assisting in the continuance of experiments in growing tobacco. Advances from the Development Fund not exceeding £35,000 in all, to cover a period of ten years, have been sanctioned in aid of further experiments.

Series of experiments have been inaugurated to test the results of winter dairying in Ireland, and a system of Veterinary Dispensaries has been established in the congested districts.

The Department is paying much attention to the Poultry Industry of Ireland, which is now one of very large volume.

Special precautions were successfully taken in 1908, 1910 and 1911, to prevent the extension to Ireland of Foot-and-Mouth disease, which appeared in Great Britain in those years. The serious outbreak that occurred in Ireland in 1912 was energetically and effectively suppressed.

A diagnosis laboratory has been established for the better investigation of diseases of live stock.

Special arrangements have also been made for work of a technical scientific nature in relation to plant diseases and diseases of animals and the breeding of the best varieties of cereals.

A Departmental Committee was appointed in 1907 to hold an Inquiry into the question of Forestry in Ireland, and the Committee's recommendations are to be found in the Department's Eighth Annual Report. As a result, a sum of £6,000 has been provided in the Parliamentary Estimates each year since 1909-10 to enable the Department to purchase, by means of annuities under the Land Purchase Acts, woodlands and lands adapted for forestry comprised in estates which are being sold under these Acts. Various purchases of suitable lands were

made, and in 1910 an advance of £25,000 by the Development Commissioners for a similar purpose has widened the area of operations. The Avondale Forestry Station continues its work.

The grant to the Irish Agricultural Organisation Society, which had been made by the Department for a number of years, was discontinued since 1909.

In 1911 the Royal College of Science was moved to the new buildings. Schemes to co-ordinate technological work have been or are being framed between the College and the National and Queen's Universities. A chair of Forestry has been established and a Professor of Forestry appointed.

In consequence of representations that loss and injury was being caused to the Irish butter industry by the use of false trade descriptions, a Departmental Committee was appointed to inquire into the matter and to suggest what measures the Department might take in the interests of the industry, and its Report was presented in 1910. The Irish Creameries and Dairy Produce Bill now before Parliament is the result of this Report.

A Departmental Committee is at present sitting to inquire into the question of agricultural credit in Ireland, more especially in its relation to the new state of affairs created by the Land Acts.

The Report of the Departmental Committee on the Irish Flax-Growing Industry has been presented and effect has already been given to some of the recommendations of the Committee.

A Departmental Committee appointed in 1911 to consider the effect of the Irish Land Acts on Irish Fisheries reported in 1912. The recommendations of this Committee are also being considered by the Department.

General Prisons Board.—The policy of concentration of prisons has been continued since 1906, Kilmainham Prison and three Bridewells being closed, also Clonmel Prison has been converted, in 1910, wholly into a Borstal Institution in consequence of the Prevention of Crime Act, 1908. During the year ended 31st December, 1912, there were in it a daily average of 80 juvenile male offenders who had been sentenced for a period of detention of from 1 to 3 years in lieu of penal servitude, or had been transferred from prisons on the recommendation of Governors. Instruction in trades and physical drill are given, and prison life is largely modified.

No similar provision has been made for females, owing to the smallness of their numbers.

New Rules have been issued granting privileges to long sentenced convicts as a reward for good conduct, the period of separate confinement has been reduced and the prison system generally has been improved in the direction of encouraging self-respect among prisoners, and instructions have been issued to Prison Governors with this end in view.

Various economies have been effected in the Staff of the Prisons Board itself.

LEGISLATION.

1906.

Charitable Loan Societies (Ireland) Act.—Remedies certain defects in previous Acts relating to Loan Societies in Ireland. [Cap. 23.]

Seed Potatoes Supply (Ireland) Act.—Makes provision with respect to loans and sales for the purpose of supplying seed potatoes to occupiers of land in Ireland. [Cap. 3.]

Labourers (Ireland) Act.—Amends the law relating to the provision of labourers' dwellings in Ireland; provides for more simple and efficient administration and cheaper loans. [Cap. 37.]

1907.

Evicted Tenants (Ireland) Act.—Supplements the powers given in the Irish Land Act of 1903, under which evicted tenants can be restored to their holdings or provided with new holdings, in each case, as purchasers under the Land Purchase Acts. It was estimated that there were still some 2,000 evicted tenants suitable for farms. It had not been found possible under the voluntary scheme of the Act of 1903 to make very rapid progress with the work of reinstating evicted tenants, and it was clear that the 2,000 cases outstanding could not be disposed of for a very considerable time unless powers were obtained to get the necessary land by compulsion. The Act, therefore, enables the Estates Commissioners to obtain the land they want, and the owner is to receive compensation, to be fixed by the Estates Commissioners in the first instance, subject, however, to an appeal upon value. If the new tenant who has succeeded the evicted tenant in his holding is a *bona fide* farmer, and is unwilling to leave, his farm cannot be acquired under the Act. The Estates Commissioners have powers to give the new tenant another farm, or to give him monetary compensation if he prefers it. [Cap. 56.]

Irish Land Act.—Under the Irish Land Act of 1903 it was provided that when an estate is sold under the Act to tenants, the exclusive rights of mining and taking minerals and digging and searching for minerals was to be reserved to the Irish Land Commission. It was further provided that this right was to be disposed of as Parliament should subsequently direct. The purpose of the Irish Land (No. 2) Act is to enable these rights to be exploited, and for the purpose the Irish Land Commission are given power to let or sell the rights, and also to make experimental workings to ascertain their value. Some small amendment of the general law as to charges created by Will on lands in Ireland is also made by this Act. [Cap. 38.]

Supreme Court of Judicature (Ireland) Act.—An Act was passed last Session making considerable changes in the law of Housing in the Rural Districts in Ireland. Under that Act certain Irish Funds are collected for the purpose of relieving the rates of the

Rural Districts in respect of labourers' cottages and allotments provided under the Act; and it was intended that the Fund should be augmented by the savings effected by reducing the salary of the Lord Chancellor of Ireland from £8,000 to £6,000, and by reducing the number of Judges of the King's Bench Division by two as the next two vacancies occurred. The Bill for effecting these reductions was introduced last Session, but did not become law; and it was therefore necessary, in order to carry out the financial scheme of the Labourers Act of 1906, to bring in and pass this measure. [Cap. 44.]

Prisons (Ireland) Act.—This Act enables prisoners in Irish Prisons to earn remissions of their sentences by good conduct. This has for some time been the law in England. [Cap. 19.]

1908.

Irish Universities Act.—This Act abolished the Royal University of Ireland, which was a purely examining body, and created in its place two new Universities, to have their seats in Dublin and Belfast respectively. These new Universities are to be autonomous and free from tests. The first governing bodies are nominated for five years; afterwards, the governing bodies will be mainly elective. The new University having its seat in Dublin has three constituent colleges, namely, the existing Queen's Colleges at Cork and Galway, and a new college in Dublin, known as University College, Cork, Galway and Dublin respectively. The University in Belfast absorbs the Queen's College, Belfast, and is known as the Queen's University, Belfast. Power is also given to each University to recognise other colleges. The existing endowment (£20,000 a year) of the Royal University is to be divided equally between the two new Universities, and a further annual grant of £82,000 is to be provided in certain proportions for the new Universities and colleges. In addition, the sum of £230,000 is provided for lands, buildings and equipment. The University of Dublin (Trinity College) is not affected by the Act. [Cap. 38.]

Bee Pest Prevention (Ireland) Act.—Enables the Department of Agriculture and local authorities to deal compulsorily with the disease of bees known as "foul brood." [Cap. 34.]

Whale Fisheries (Ireland) Act.—Whale fishing having been started on the Irish coast, this Act provides for the regulation, licensing, and inspection by the Fishery Authority of the whaling industry. Whale fishing without a licence is prohibited. Generally, the Act provides safeguards against interference with herring and mackerel fisheries. [Cap. 31.]

Grand Jury (Ireland) Act (1836) Amendment Act.—Empowers county councils to make increased contributions towards the erection of piers, quays, and similar works. [Cap. 29.]

Seed Potatoes and Seed Oats Supply (Ireland) Act.—Similar to the Act of 1906 (*q.v.*). [Cap. 19.]

Constabulary (Ireland) Act.—Gives increased pay to the Royal Irish Constabulary, and raises the pensionable age of the force,

upon the lines recommended by the Committee of Inquiry presided over by the late Sir Howard Vincent. [Cap. 60.]

Tuberculosis Prevention (Ireland) Act.—Provides for the compulsory notification of tuberculosis in districts which adopt the Act. Also for the provision by local authorities of hospitals and dispensaries for the treatment of tuberculosis; for the inspection of milk and milk products, and for the destruction of cows affected with tuberculosis of the udder. [Cap. 56.]

Evicted Tenants (Ireland) Act.—Amends Section 1 of the Evicted Tenants (Ireland) Act, 1907, so as to give full legal effect to the intentions of that Act. [Cap. 22.]

1909.

Weeds and Agricultural Seeds (Ireland) Act.—This Act empowers the Department of Agriculture to serve notice upon occupiers of land to destroy noxious weeds which are injurious to agriculture, and provides penalties against defaulters. It also empowers the Department to take samples of agricultural seeds which are on sale by dealers, to test such seeds, and to publish the results. [Cap. 31.]

Fisheries Ireland Act.—Provides for the payment from Parliamentary Votes of the expenses incurred by the Department of Agriculture in connection with applications for altering close seasons for fishing. [Cap. 25.]

Merchandise Marks (Ireland) Act.—Confers upon the Department of Agriculture powers to undertake prosecutions in Ireland in respect of offences against the Merchandise Marks Act, 1887, similar to the powers already possessed by the Board of Agriculture in Great Britain. [Cap. 24.]

Local Registration of Title (Ireland) Act.—Cures a defect in the law with respect to the local registering authority for County Cork. [Cap. 36.]

Irish Land Act.—Amends the financial provisions of the Irish Land Act of 1903 in respect of land purchase, and provides further means for the relief of congestion in the West of Ireland.

(1) *Finance.*—The finance of the Act of 1903 had broken down by reason of the impossibility of floating Stock at or near 2½ per cent., that being the rate at which advances are made to purchasing tenants. The average rate of issue of the Stock had been 88. Under the Act mentioned, the losses due to the flotation of Stock at a discount were to fall upon the Irish ratepayers after the exhaustion of the Irish Development Grant of £160,000 a year.

The present Act relieves the ratepayers from this liability, and imposes the charge upon the Exchequer so far as completed and pending transactions are concerned, while for future transactions a system of finance is established which will in the main be self-supporting. This latter is effected by raising the rate of interest payable by tenant-purchasers from 2½ per cent. to 3 per cent., the vendors being paid in

3 per cent. Stock at its face value instead of in cash as under the Act of 1903.

The 1903 Act provided for the payment, from the State to the vendor, of a bonus of 12 per cent. on the purchase-money advanced, subject to a limit of £12,000,000, this being the amount necessary to provide the bonus on £100,000,000 of purchase-money, which was the estimate of the size of the land purchase problem when the Act was passed. That estimate has proved to be very much below the mark. Sales amounting to 85 millions had in 1909 been agreed upon, and it is now estimated that the total amount of sales will be from 160 to 180 millions.

The present Act ratifies the 12 per cent. bonus for all pending transactions, and provides for future transactions a bonus upon an inverse sliding scale, the principle being that, the higher the number of years' purchase obtained by the vendor, the lower shall the bonus be. It is estimated that the *average* bonus payable under this scale will be between 7 and 8 per cent., and that over £3,000,000 will be added to the total bonus of £12,000,000 provided by the 1903 Act.

(2) *Congestion*.—The previous area administered by the Congested Districts Board consisted of about one-sixth of the total area of Ireland, and the annual funds of the Board were limited to £86,000. The Act extends the area of the Board to about one-third of Ireland, consisting of the entire western seaboard. The Board's annual income is raised to £250,000, which will mainly be expended upon the enlargement and improvement of uneconomic holdings, and the creation of new holdings for "congests." The Board, moreover, is strengthened by the addition of two paid members, and is made a corporate body.

Compulsory powers are given to the Board for the acquisition of land for the relief of congestion within its own area, and similar powers are given to the Land Commission for a like purpose outside that area.

The Act contains many other provisions for the amendment of the existing Land Acts, the most important being a provision that a certain class of tenants, hitherto excluded, may have fair rents fixed by the Land Commission Court. [Cap. 42.]

1910.

Census (Ireland) Act.—Provides for the taking of the Census of Ireland on 2nd April, 1911, and for the preparation and issue of such forms and instructions as are required. [Cap. 11.]

1911.

Labourers (Ireland) Act.—This Act continues and enlarges the provisions of the Labourers (Ireland) Act, 1906, under which Rural District Councils in Ireland were empowered to obtain advances out of the Land Purchase Fund for the purpose of providing cottages and allotments for labourers, and extends to £5,250,000 the limit of £4,250,000 imposed by the Act of 1906 on the amount that might be so advanced out of the Land Purchase Fund. It also empowers the Board to direct councils to demolish houses unfit for human habitation. [Cap. 19.]

Local Authorities (Ireland) (Qualification of Women) Act.—Enables women to be elected as Members of County and Borough Councils in Ireland. [Cap. 35.]

Public Health (Ireland) Act.—Authorises Urban District Councils to provide for the inspection of meat for sale. [Cap. 12.]

Public Libraries (Art Galleries in County Boroughs) Ireland Act.—This Act empowers the Council of a County Borough in Ireland to levy a rate of $1\frac{1}{2}d.$ in the pound for the purposes of the Public Libraries (Ireland) Acts, 1855 to 1902, in any Borough in which an Art Gallery is provided under those Acts. While the previous limit of $1d.$ continued in force, the Council of the County Borough of Dublin were unable to accept the valuable collection of modern paintings offered to them through the munificence of Sir Hugh Lane and others, the rate not being sufficient to provide for the expenses of the Art Gallery containing the collection, which, pending the extension of the above limit, was maintained by private subscriptions and guarantees.

Public Roads (Ireland) Act.—Amends the law with respect to the use of locomotives on public roads and with respect to extraordinary traffic. [Cap. 45.]

Resident Magistrates (Belfast) Act.—Amends the law with respect to the salaries, superannuation, appointment and powers of Resident Magistrates for the City of Belfast. The Act provides for the payment by the Corporation of Belfast of an additional salary of £200 a year to each of the two Resident Magistrates in Belfast. It also provides that no one shall be appointed a Resident Magistrate for Belfast who is not a practising Barrister or Solicitor of six years standing or a Resident Magistrate, and gives to a Resident Magistrate for Belfast power to do alone any act which may be done by two or more Justices of the Peace sitting in Petty Sessions. [Cap. 58.]

1912-13.

Tuberculosis Prevention (Ireland) Act.—Amends the Tuberculosis (Ireland) Act, 1908, and the Irish Public Health Acts so as to enable County Councils to avail themselves to the full of the new powers and resources for the treatment of Tuberculosis provided by the National Insurance Act. It also removes some minor difficulties in the administration of the existing law on the subject. [Cap. 25.]

GOVERNMENT OF IRELAND BILL, 1912.

This Bill provides for the establishment of a subordinate Parliament in Ireland comprising two Houses, the Irish Senate and the Irish House of Commons, and having power to make laws in respect of matters exclusively relating to Ireland, with the exception of certain subjects which are permanently excluded from their jurisdiction, and certain other matters which are reserved for the present but may hereafter be transferred to the Irish Government under the provisions of the Bill, including Land Purchase, Old Age Pensions, National Insurance, the collection of taxes, the Royal Irish Constabulary, Post Office and Trustee Saving Banks, and Public Loans. The Irish Parliament is further prohibited from making laws interfering with religious equality, &c., and the

Imperial Government retains the power of withholding assent to Bills passed by the Irish Parliament.

Executive Power.—The executive power in Ireland will continue to be vested in His Majesty, but will be exercised as respects the administration of matters within the legislative powers of the Irish Parliament by the Lord Lieutenant through Irish departments to be established under the Act.

Finance.—Under the Bill an Irish Exchequer and an Irish Consolidated Fund are to be set up. The proceeds of all taxes levied in Ireland will be paid into the Imperial Exchequer, and a sum will be transferred every year to the Irish Exchequer which shall be equal to the cost of the Irish services at the time of the passing of the Act, together with a sum of £500,000 a year for three years, subsequently to be reduced by £50,000 a year until it reaches the sum of £200,000, and a further sum equal to the proceeds of any additional taxation imposed by the Irish Parliament under the Act, which gives it power to vary any Imperial tax and to impose new taxation subject to certain limitations.

When any one of the reserved services above referred to is transferred to the Irish Government, the transferred sum is to be increased by an amount equivalent to the saving to the Exchequer of the United Kingdom by reason of the transfer, and when the total revenue received from Ireland by the Imperial Treasury has been sufficient for three years to meet the total charges for Irish purposes, the whole financial scheme may be revised.

The Bill establishes a Joint Exchequer Board to determine questions of fact arising from time to time under the financial provisions of the Bill.

There are further provisions precluding the Irish Parliament from establishing an independent protective system.

Miscellaneous.—Permanent tenure of the same character as at present is secured to Judges to be appointed under the Act. The Bill substitutes an appeal from Irish Courts to the Judicial Committee of the Privy Council for the present right of appeal to the House of Lords, and provides for the decision of constitutional questions by that Committee and for an appeal in every case where the validity of an Irish law is challenged. The Bill removes the existing religious disqualification in the case of the office of the Lord Lieutenant and provides that his term of office shall be six years and shall not be affected by any change in the Ministry.

The Bill further makes provisions as to the existing Judges and other persons having salaries charged on the Consolidated Fund and as to the continuation of service of and compensation to existing officers, and provides for the establishment of a Civil Service Committee to deal with questions arising with respect to such existing officers.

The Bill also provides for the continuation and adaptation of existing laws, institutions, &c., and also for the use of Crown lands by the Irish Government, for arrangements between the Imperial Parliament and the Irish Parliament for the exercise of powers and duties, and contains special provisions as to Dublin University, Trinity College, Dublin, the Queen's University, Belfast, and as to Freemasons.

LAW OFFICERS OF THE CROWN.

<i>The Attorney-General</i>	{	SIR JOHN LAWSON WALTON, K.C., M.P. (1905-8.)
		THE RT. HON. SIR WILLIAM S. ROBSON, K.C., M.P. [<i>Lord Robson</i>] (1908-10.)
		THE RT. HON. SIR RUFUS ISAACS, K.C.V.O., K.C., M.P. (1910.)
<i>The Solicitor-General</i>	{	THE RT. HON. SIR WILLIAM S. ROBSON, K.C., M.P. [<i>Lord Robson</i>] (1905-8.)
		THE RT. HON. SIR SAMUEL T. EVANS, K.C., M.P. (1908.)
		THE RT. HON. SIR RUFUS ISAACS, K.C.V.O., K.C., M.P. (1910.)
		THE RT. HON. SIR JOHN SIMON, K.C.V.O., K.C., M.P. (1910.)

(For Law Officers in Scotland and Ireland, *see* under Scottish and Irish Offices.)

LEGISLATION.

In addition to the measures of other Departments which they assisted in carrying, the Law Officers of the Crown introduced and carried through the following Acts:—

1906.

Marine Insurance Act.—Codifies the law relating to Marine Insurance. [Cap. 41.]

Trade Disputes Act.—Restores the position of Trade Unions in trade disputes to the *status quo ante* the Taff Vale decision. Section 1 adds the following paragraph to Section 3 of the Conspiracy and Protection of Property Act, 1875:—"An act done in pursuance of an agreement or combination by two or more persons shall, if done in contemplation or furtherance of a trade dispute, not be actionable unless the act if done without any such agreement or combination would be actionable."

Section 2 declares "peaceful picketing" in a trade dispute to be lawful, *i.e.*, the attendance of two or more persons before a house or place of business, "if they so attend merely for the purpose of peacefully obtaining or communicating information, or of peacefully persuading any person to work or abstain from working."

Section 3 declares an act done in a trade dispute not to be actionable on the ground only that it induces some other person to break a contract of employment, or that it is an interference with the trade,

business or employment of some other person, or with the right of some other person to dispose of his capital or his labour as he will.

Section 4 prohibits actions against trade unions, whether of masters or workmen, or against any members or officials thereof, on behalf of themselves and all other members of the trade union, in respect of any tortious act alleged to have been committed by or on behalf of the trade union. But nothing in the Act is to affect the liability of the trustees of a trade union to be sued under the Trades Union Act, 1871, Section 9, except in respect of any tortious act committed by or on behalf of the union in contemplation or furtherance of a trade dispute. [Cap. 47.]

Public Trustee Act.—Under this Statute a Government official was created by means of whom the State acts as executor and trustee under a Will, or as trustee under a Settlement, whether new or old, and in other minor capacities of a like nature.

In all ranks and conditions of life, it has been found increasingly difficult to induce private persons to undertake the office of executor and trustee. Moreover, in recent years, owing to the incompetence, negligence or fraud of executors and trustees, there have been considerable losses of trust property, accompanied, in not a few cases, by very real distress. The Act was passed, after 21 years of Parliamentary effort, with the express object of enabling the public to guard against these difficulties, inconveniences and risks, and substitutes for the employment of private individuals in trust matters a trustee who, being a corporation sole, will never die, will never leave the country, never become incapacitated, and whose integrity is guaranteed by the Consolidated Fund of the United Kingdom.

The number of current trusts administered in the first 15 months, viz., 1st January, 1908, to 31st March, 1909, was 444, valued at £3,517,840, whilst the value of Wills lodged with the Department, but which had yet to mature, was £18,000,000. The number of trusts in the present year, viz., 1912–13, is nearly 4,500, valued at £35,000,000, and the value of Wills has now reached £53,000,000, so that, in all, the value of the business at present being administered and negotiated has reached a total of £88,000,000, and is likely to reach a total of £100,000,000 within the next 12 months. The Staff, which at the opening of the Office numbered 5, now numbers 275.

The Department is now carried on without any cost to the taxpayer, its expenses being provided out of the fees paid by those who resort to it. The fees earned since 1908 have provided the whole of the expenses and leave a small surplus in hand. The Act, which extends only to England and Wales, has been taken advantage of by all classes in all parts of the country, meeting evidently a widely spread public need. The powers of the Public Trustee have no compulsion behind them, and resort to the services of the Department is entirely voluntary on the part of the public, which renders the success indicated above all the more satisfactory and striking. The Department is administered upon prompt and businesslike principles of procedure. Great attention is paid to the work of investment and to the human and personal details of any trust committed to its care. In small cases of under £1,000 in value, and in taking care of moneys awarded in compensation cases in the High Court, the Depart-

ment has special powers and facilities, rendering the administration of a direct and economical character which has proved of great advantage to those concerned. [Cap. 55.]

Justices of the Peace Act.—Abolishes the property qualification previously required of County Magistrates. [Cap. 16.]

Bills of Exchange (Crossed Cheques) Act.—Remedies a defect in the law relating to dishonoured cheques received by bankers. [Cap. 17.]

Prevention of Corruption Act.—Makes it punishable to give or accept bribes, secret commission or other considerations to or from an agent in relation to his principal's affairs. [Cap. 34.]

Licensing Act.—Corrects an error in the Licensing Act of 1904, which, according to a decision of the High Court, would have prevented the reduction of licenses under the Act.—[Cap. 42.]

1907.

Criminal Appeal Act.—Creates, after previous futile attempts, renewed again and again during the last sixty years, a tribunal of review in criminal cases, which places within the reach of persons convicted of crime rights of appeal similar to those enjoyed by persons who have verdicts against them in civil causes. Liberty has thus, for the first time in the history of our law, similar safeguards to those which have long protected property. There will on all questions of law be an appeal as of right to the Court of Criminal Appeal, and on all questions of fact an appeal by leave, either of the Judge who tried the case or of the Court of Appeal. An officer will be appointed to assist every poor appellant in bringing his case before the Court, and will, if necessary, assign him legal assistance for this purpose. The principles and provisions of this Act (which differentiate it from all previous Bills of the same character) remove a blot which has long rested upon our jurisprudence and add largely to the legal safeguard of innocence. [Cap. 23.]

Matrimonial Causes Act.—Removes defects in the procedure under the Divorce Acts truly requiring, and at last receiving, a remedy. [Cap. 12.]

Commissioners for Oaths (Prize Proceedings) Act.—Enables Naval Officers in Prize cases to swear affidavits. [Cap. 25.]

1908.

Appellate Jurisdiction Act.—Strengthens the position of the Judicial Committee of the Privy Council as a high Imperial Court; increases the number of Judges (especially Colonial Judges) who may belong to it, and enables Colonial Judges to sit as assessors in certain cases; puts the Transvaal and Orange River Colonies on an equal footing with other Colonies in respect of the Judicial appointments to the Committee; makes various improvements in its procedure; and provides for occasional assistance to the Court of Appeal in England from the general body of Judges. [Cap. 51.]

Lunacy Act.—Enables those in charge of the estate of a certified lunatic to exercise the useful powers of the Settled Estates Act, the Lands Clauses Acts and the Settled Land Act without in every case going through the costly form of an Inquisition; provides for the making of new Rules in Lunacy, and corrects various defects in the working of the present law. [Cap. 47.]

Prosecution of Offences Act.—Separates the office of Director of Public Prosecutions from that of the Treasury Solicitor. [Cap. 3.]

Costs in Criminal Cases Act.—Consolidates and simplifies the law and practice relating to costs in criminal cases, hitherto contained in many old and scattered Statutes. [Cap. 15.]

Criminal Appeal (Amendment) Act.—Makes all the Judges of the King's Bench Division Judges of the Court of Criminal Appeal. [Cap. 46.]

Statute Law Revision Act.—Brings the Revised Edition of the Statutes down to the year 1900. It eliminates all repealed or altered Statutes or parts of Statutes, so as to show the "living law" in a clearer form. [Cap. 49.]

Registration Act.—Adjusts the date for an appeal from the decision of a Revising Barrister, so as to conform with the altered date for the termination of the Long Vacation. [Cap. 21.]

1910.

County Common Juries Act.—The Juries Act of 1825, section 22, limits the number of common jurors who may be summoned to 144. This Act removes that limitation and empowers the High Court to make rules to ensure that there shall be no excessive summoning of county jurors. [Cap. 17.]

Supreme Court of Judicature Act.—Carries out the recommendation of the Joint Committee of both Houses (1909) that two additional Judges of the High Court be appointed. [Cap. 12.]

1911.

Conveyancing Act.—Amends the Conveyancing and Law of Property Act, 1881. [Cap. 37.]

Lunacy Act.—Provides for the appointment of two additional Commissioners in Lunacy, and for the transfer of the power of making vesting orders from the Judge in Lunacy to the High Court. [Cap. 40.]

Perjury Act.—Consolidates and simplifies the law relating to perjury and kindred offences. [Cap. 6.]

1912-13.

Trade Union Act.—Reverses the Osborne Judgment delivered in 1909 (which decided that Trade Unions had no power to collect or administer funds for political purposes) and provides that any member of a Trade Union, on giving notice of his unwillingness to contribute to the political fund of the Union, shall be exempt. [Cap. 30.]

LOCAL GOVERNMENT BOARD.

<i>President</i>	-	THE RT. HON. JOHN BURNS, M.P.	(1905.)
<i>Parliamentary Secretary</i>	{	THE RT. HON. WALTER RUNCIMAN, M.P.	(1905-7.)
		THE RT. HON. T. J. MACNAMARA, LL.D., M.P.	(1907-8.)
		THE RT. HON. C. F. G. MASTERMAN, M.P.	(1908-9.)
		J. HERBERT LEWIS, Esq., M.P.	(1909.)
<i>Permanent Secretary</i>	{	SIR SAMUEL B. PROVIS, K.C.B.	(1898-1910.)
		SIR H. C. MONRO, K.C.B.	(1910.)

POOR LAW.

The Royal Commission appointed to consider the Poor Law and the Relief of Distress issued its Report in 1909. Already, before the issue of the Report, the Local Government Board had undertaken several administrative measures for improving the conditions under the Poor Law, and had thus anticipated many of the suggestions of the Commission. These efforts have been continued since the issue of the Report, with very satisfactory results, and the Local Government Board have generally endeavoured to carry into effect the recommendations of the Commission so far as was possible without legislation. Two circular letters were issued to Poor Law authorities in 1910, dealing comprehensively with the question of out-relief and with the treatment of children. Boards of Guardians were urged to adopt arrangements in accordance with suggestions made in the circular letters, so that each case should be treated individually and in a manner suited to its particular requirements.

Poor Law Orders Committee.—The need of consolidating the Poor Law Orders was urged by the Royal Commission, and a Committee has been appointed by Mr. Burns for this purpose. The Out-Relief Regulation Order, which was based on a Report made by this Committee, was issued in 1911, and came into force after the 31st March, 1912. This Order applies a uniform code to the whole of England and Wales. It allows more scope to Boards of Guardians in the kind of relief which they may give, while retaining the restrictions which experience has shown to be essential to good administration. In certain cases, Guardians can give in-relief or out-relief at their discretion. In other cases, they can give in-relief to a man and his family, or, in exceptional circumstances and subject to certain conditions, may give (a) modified in-relief (in which case the husband is received into an institution and the wife and children are given out-relief), or (b) out-relief to the whole family with a labour test for the husband. Guardians thus have ready means at hand for adapting relief to individual conditions, and for meeting any emergency which causes an exceptional demand for public assistance.

All cases of relief are to be periodically considered at frequent intervals, and definite rules are laid down limiting the period during which relief can be given without revision. What is known as the case-paper system is made compulsory. This system provides the Guardians with a continuous and a more adequate and readily accessible record of each case than the system previously in force, and thus enables them to deal with cases more satisfactorily.

The Committee is now engaged in consolidating and amending the Orders regulating the administration of Poor Law institutions.

Classification.—The Royal Commission laid stress on the need for better classification of persons in receipt of indoor relief, especially classification in separate institutions. Steady progress has been made in this direction. There has been in recent years a large extension in special provision for the sick. In the Metropolis and many of the large towns there are separate Poor Law infirmaries under the charge of medical superintendents; and at many other places there are well-equipped blocks for the accommodation of the sick, which, while nominally part of the workhouse, are largely under separate administration.

An interesting instance of separate classification is the Order issued by Mr. Burns in 1908 authorising the Metropolitan Asylums Board to undertake the treatment of sick, debilitated and convalescent children for the whole of the Metropolis, in addition to children suffering from ringworm and ophthalmia, whom they were previously authorised to receive. Two hospitals, which were formerly used for fever cases and are now no longer required for this purpose, have been appropriated for children of the classes mentioned, one in January, 1909, the other in November, 1910. There is accommodation for 1,650 children at these institutions, and from their opening to the end of December, 1912, nearly 11,500 cases had been treated there. The hospitals are situated on the outskirts of London in healthy situations, and are admirably adapted for their present purpose.

Two other notable instances in which special provision has been made for certain classes may be mentioned :—

(1) To meet the need for the special treatment of able-bodied men, a large institution at Belmont, with an accommodation of 2,000, has been set aside for cases of this kind and for healthy old men. The institution is under the administration of the Fulham Guardians, but suitable cases chargeable to any Metropolitan Union can be received there on agreed terms.

A part of these large premises, wholly separate and distinct from that used for the able-bodied and the healthy old men, is being utilised to accommodate sane epileptic men. The administration of Metropolitan workhouses has been greatly improved owing to the removal of these epileptic cases, which often present difficulties in treatment, to an institution in which they can be systematically provided with work in the open air. The patients also are much benefited by the régime. The institution is primarily intended for Metropolitan cases; but advantage of the excellent accommodation provided is taken by some neighbouring unions, who send patients requiring treatment.

Similar arrangements are being made under which a portion of the Grove Park Workhouse, belonging to the Guardians of the Greenwich Union, is to be set aside for the accommodation of female epileptics.

(2) By arrangement with the Guardians of the City of London, one of their institutions which was no longer required for its old purpose was adapted for the treatment of men suffering from certain chronic, but generally not serious, ailments. This institution, which is at Bow, continues under the administration of the City of London Guardians. But, as in the case of the Belmont Institution, cases may be received from any Metropolitan Union. The institution has accommodation for 650 cases.

At the Bow institution the nursing is done by men, and male nurses are trained there. Something will thus be done to meet the need for trained male nurses, a need which is felt not only in the Poor Law service but generally.

An instructive indication of the great improvement effected in recent years in the nursing of the sick in Poor Law institutions is given by the very large increase of the number of nurses employed. In 1897 the total number of nurses was 4,100; in 1907, 6,500; in 1911, nearly 7,500; in 1912, over 7,600. There has likewise been a large increase in the number of doctors employed.

Aged Pauperism.—The conditions of the aged poor have been revolutionised by the passing of the Old Age Pensions Act. Comparatively few persons over 70 years of age are now in receipt of outdoor Poor Law relief other than medical relief. The following table shows the enormous reduction in aged pauperism in consequence of the grant of old age pensions. Persons who had been in receipt of Poor Law relief ceased to be disqualified for pensions in the year 1911, and it is from that date that the great reduction in aged pauperism has taken place.

Number of Persons of 70 years of age and over in receipt of Poor Law relief in England and Wales:—

		Indoor relief.	Outdoor relief.	Total.
On 31st March, 1906	...	61,378	168,096	229,474
On 4th January, 1913	...	49,207	8,563	57,770
Reduction	...	12,171	159,533	171,704
Reduction per cent.	...	20	95	75

It will be seen that outdoor aged pauperism has practically ceased. A large number of aged persons still receive indoor relief. But this is mainly due to the fact that the persons relieved are suffering from ailments which need frequent, often skilled, attention which they cannot receive outside an institution. In many cases, also, aged persons already in a Poor Law institution preferred to continue the sheltered and in many ways comfortable life in the institution rather than to leave and claim their pension. It is estimated that the poor rates of England and Wales have been relieved to the extent of considerably over £1,000,000 a year by the grant of old age pensions to persons who would otherwise

have been a charge on the rates. A Parliamentary Return is in preparation, showing for each union in England and Wales the effect of old age pensions on pauperism over 70 years of age.

Children.—Special attention has been given in recent years to the treatment of children. Reference has already been made to the issue in 1910 of a circular letter on the subject. The efforts of the Board have been made especially in three directions :

(1) Guardians have been pressed to remove children from work-houses.

The efforts of the Board have been very successful. The number of children between the ages of 3 and 16 years who were in work-houses, other than in infirm wards, on the 1st January, 1912, formed only 12 per cent. of the total number of Poor Law children in institutions on that date, and a large proportion of these children were in workhouses only temporarily or for special reasons: thus, a considerable number were being retained only pending arrangements for their being boarded out or removed to a suitable institution.

Some Guardians are reluctant to remove children from workhouses, because of the expenditure involved; but the Board are continuing to exercise steady pressure so as to secure that all children of school age may in ordinary circumstances be maintained away from the workhouse. Numerous Boards of Guardians have provided accommodation for children separate from the workhouse, and new schemes for this purpose are constantly being submitted to the Board.

(2) It has been felt that more supervision was needed of children whose parents are in receipt of outdoor relief. This need has been impressed on Poor Law authorities by the Board by means of circular letters issued by them and by the constant advice of their inspectors. Guardians have been urged to appoint women assistant relieving officers, and a large number of authorities have done so, with excellent results. Other special arrangements are in force in a number of unions, and in some instances the Guardians instruct their medical officers to report periodically on cases of women with children who are in receipt of out-relief.

(3) More systematic provision has been made for the supervision of children boarded out. An Order was issued in 1909, making improved Regulations with regard to the boarding out of children within the union to which they were chargeable. In 1911 a fresh Order was issued consolidating the Regulations with regard to the boarding out of children, applying both to cases where children were boarded out within the union of chargeability and to cases where they were placed in homes in some other union. The Regulations provide for the services of women being utilised to a much greater extent than was formerly the case.

Three lady inspectors have been added to the staff of the Board, making a total of seven Poor Law lady inspectors in all. Part of the duty of these officers is the inspection of children boarded out. It is also the duty of the lady inspectors to take part in supervising the provision made for the sick poor. Special attention has been given to the inspection of maternity wards, and statistics respecting such wards, published in the Annual Reports of the Board for 1910-11 and 1911-12, indicate that efficient service is being provided.

Statements have been made that infant mortality is very high in Poor Law institutions. In a special Memorandum* issued by the Board, reference was made to the fallacy of comparing the death-rate in an institution with frequent batches of fresh inmates with the death-rate of the general population. It was further explained that the mortality in these institutions was high because of "prenatal and maternal conditions entirely unconnected with and independent of the character of the administration of the lying-in-wards." This is very strikingly borne out by the statistics published in the Reports for 1910-11 and 1911-12. Thus, in the former year, 4,502 children were born in certain work-houses, out of which 142 died in the first week of life. Of these deaths 81 were due to premature births, 46 to congenital defects, atrophy, &c., and 3 to congenital syphilis. Information was furnished of the weights at birth of 105 out of the 106 infants in the institutions of the Metropolitan and adjoining unions who died within the first week of life. The average weight at birth of infants in the general population is about $7\frac{1}{2}$ lbs. Only 11 of the 105 infants attained this standard. Of the remainder, 91 infants weighed under 7 lbs. at birth, 85 under 6 lbs., 67 under 5 lbs., and 23 under 3 lbs. The average weight of the 105 infants was 4 lbs. 6 oz. These figures are very striking.

Only a remarkably small proportion of the children who have been brought up for any length of time in Poor Law institutions, and placed out in employment from the institutions, become dependent on the Poor Law in later years. To improve still further the measures now taken by Poor Law authorities for placing out boys in good situations, Mr. Burns has appointed a Committee to make inquiries into the question.

The Board consider that emigration affords one of the surest methods of extricating children from pauperism. During the past ten years 4,200 children have been emigrated to Canada under conditions which specially ensure their supervision until they are of an age to support themselves. The reports received from the Canadian Government Inspectors show that the Poor Law child has done remarkably well in Canada. Mr. Bogue Smart, Chief Inspector of British Immigrant Children in Canada, reports that of 1,744 Poor Law children inspected during 1911, only 16 were found by him to be in homes and situations regarded as unsuitable and unsatisfactory, and only 5 were in indifferent health. Only 29 were found by the Government Inspectors not to be making satisfactory progress. For these excellent results "the credit," according to Mr. Bogue Smart, "must be given to the early training of the children."

The Casual Poor.—With a view to securing greater uniformity of administration in the 28 casual wards of the Metropolis, it was decided by the Board to place all the wards under the control of the Metropolitan Asylums Board; and this change took effect as from 1st April, 1912.

Four of the wards were discontinued, but the remaining 24 were handed over to the Metropolitan Asylums Board, who at once took steps to see that the regulations were carried out uniformly in all the establishments, that the tasks were equalised and the dietary made the same in all. The effect of administration by one central body has been to bring

* "Memorandum by the Local Government Board on Deaths among Infants in Poor Law Institutions," 7th April, 1909, H.C. No. 99. Price 1d.

about a general elasticity in the allocation of accommodation. In addition, all the wards have been connected up by telephone and a central index of vagrants has been established.

The inauguration of the new system immediately brought about a marked diminution in the numbers resorting to the casual wards, and whereas prior to the 1st April, 1912, the average daily numbers were between 1,000 and 1,100, these have now been reduced to an average of about 600. It is interesting to note that this reduction has not increased the number of vagrants making use of the casual wards in the areas adjacent to the Metropolitan area. A comparison of the number of vagrants making use of the casual wards in the 12 unions adjoining London shows that the figures since the 1st April, 1912, have been almost identical with the figures for the corresponding period of the previous year until about October, 1912, when they fell below the figures of the previous year.

The reduction in the number of vagrants seeking relief in the London casual wards has enabled the managers to close temporarily no less than seven of the 24 casual wards taken over by them, and ample and easily accessible accommodation is provided by the 17 casual wards at present open.

The problem of how to deal with those who preferred to sleep out of doors still remained, for, though the police could direct such persons to casual wards and charitable agencies, it was difficult for them to know whether there was vacant accommodation in the casual ward or other institution to which they might send a homeless person.

With a view to meeting this difficulty, the formation of a central office was suggested to the Local Government Board by the Metropolitan Homeless Poor Committee. This Committee was formed in 1911 and contains representatives of the Board, other Government Departments, and of charitable agencies. It was suggested that such office might be in touch both with the casual wards and with the various charitable associations who were willing to co-operate by receiving cases which might be sent to them.

The Metropolitan Asylums Board were accordingly invited by the Local Government Board to undertake, as an experimental measure, the inauguration of a scheme of this character for a limited period over a selected area. The Managers readily agreed, and the co-operation of the police and of various charitable agencies having been secured, the scheme was brought into operation at the end of October, 1912.

The area selected in the first instance for the experiment covered those portions of the A and E Police Divisions that were adjacent to the Thames and included the Embankment. In February, 1913, it was decided to extend the selected area to the whole of the C and D Police Divisions.

The procedure adopted is as follows:—Police officers on duty between the hours of 10 p.m. and 2 a.m. are provided with special tickets, which they distribute to persons found wandering or sleeping out in the areas referred to. The tickets are to be presented at a central office at Waterloo Bridge. At this office a person presenting the ticket is interviewed by an officer of the Metropolitan Asylums Board, who, after taking particulars of the case, gives an order either on one of the co-operating charitable agencies or for a casual ward, as he deems most

suitable, and where he knows that vacant accommodation exists. Every one to whom the ticket is given is assured of food and shelter somewhere if he likes to accept it, while opportunity is afforded through the charitable agencies of helping any case that seems at all likely to respond to remedial treatment.

The result of the working of the schemes during November and December, 1912, and January and February, 1913, is shown by the following table :—

	Nov., 1912.	Dec., 1912.	Jan., 1913.	Feb., 1913.	TOTAL.
Tickets issued by Police ...	2,966	1,600	1,675	1,246	7,487
Tickets presented at { Men ...	2,514	1,396	1,488	1,142	6,540
Central Office { Women	96	32	36	27	191
Tickets given at Central Office for Charitable Agencies ...	595	328	537	607	2,067
Which were used ... { Men ...	542	302	499	561	1,904
{ Women	9	6	14	16	45
Not used ... { Men ...	32	18	21	28	99
{ Women	12	2	3	2	19
Tickets given at Central Office for Casual Wards ...	2,015	1,100	987	562	4,664
Which were used ... { Men ...	967	628	625	331	2,551
{ Women	31	8	8	3	50
Not used ... { Men ...	973	448	343	222	1,986
{ Women	44	16	11	6	77
Total number of tickets used ...	1,549	944	1,146	911	4,550
Percentage of tickets issued by the Police which were used to obtain shelter for the night ...	52 %	59 %	68 %	73 %	61 %

It will thus be seen that of the 7,487 persons to whom tickets were issued by the police, 4,550, or about 61 per cent., made use of them and obtained shelter for the night. It must not be assumed that the remaining 39 per cent. were shelterless. In the opinion of many, a large proportion of this class are possessed of means to provide a lodging at their own expense.

Those to whom orders for the casual wards are given are nearly all persons who are known frequenters of casual wards, or who have previously had orders on a charitable agency and have come back again, or whose verminous or dirty condition suggests that it is desirable that they should have the advantage of the opportunities for bathing and disinfection of clothing afforded by the casual ward.

The charitable agencies report that they have already been able to help some of the cases sent to them to a fresh start in life by emigration or otherwise.

It is too soon to speak with certainty as to the complete success of the scheme ; but the four months' experience certainly points to success. Thanks to the co-operation of the charitable agencies and the kindly personal efforts of the police, it has already proved possible under the

above scheme to deal with the problem of the Embankment. The object which the Local Government Board and the other authorities concerned had in view was not only to help the deserving members of the class resorting to the Embankment, but to prevent that place remaining, as it has been in the past, a danger spot which has attracted so many in their first moments of adversity and has ultimately brought about their ruin. By clearing this place, a most fruitful recruiting ground of vagrancy has been closed.

The success which attended the London experiment prompted the Board to endeavour to effect an improvement in the conditions as regards the relief of casual paupers outside the Metropolitan area. This problem presented some difficulties, since bodies such as the Metropolitan Asylums Board, with authority extending over considerable areas, were not available to secure the end in view. The Board issued a circular letter in February, 1913, urging Guardians to establish Committees consisting of representatives of the different Boards of Guardians in the county, and, if possible, representatives of the Standing Joint Committee. Such Committees would arrange for the uniform administration of the regulations, a discrimination in favour of wayfarers genuinely in search of work, and the provision of a mid-day meal for vagrants. The last arrangement would remove the main excuse for begging, and thus take away a reason for indiscriminate giving of alms which is so strong an encouragement to vagrancy. The Board also issued an Order authorising the Guardians to incur reasonable expenditure in the matter.

Economy, &c.—Special attention has been given by the Board to economy in the Poor Law service. Proposals for capital expenditure have been closely scrutinised, and the Board have been able to effect large reductions in the sums which would otherwise have been spent.

Among other steps taken by the Board in this direction was the appointment of a Committee to consider the installation and use of engineering plant at Poor Law institutions. A valuable report was produced, which has been of material assistance to the Board and to local authorities in securing a more efficient and economical service.

Special inquiries have been made by officers of the Board with regard to the proceedings of some Boards of Guardians whose administration seemed to be seriously defective, at Poplar, West Ham, Mile End, Leeds, and elsewhere. These inquiries, with the consequent prosecutions which took place in some of the cases, have had a very salutary effect in securing a higher standard of administration.

To prevent the appointment of persons not possessing proper qualifications and to improve administration, the Board issued a circular letter in June, 1910, stating that they would not be prepared to assent, except in special circumstances, to the appointment to a Poor Law post requiring their sanction of any person who had within twelve months of the date of his appointment been a member of the authority making the appointment; and another circular letter in March, 1912, stating that as a rule they would not be prepared to sanction the appointment of a person to the important office of relieving officer unless he had had experience of duties similar to those which would be required of him.

UNEMPLOYED.

The Unemployed Workmen Act, 1905, which came into force on the 11th August, 1905, set up special machinery for providing work for persons who were unemployed owing to exceptional trade depression. It established a Central Body for the whole of London, with Distress Committees for each Metropolitan Borough, and also provided for the setting up of Distress Committees, with the same powers as the Central Body and Distress Committees in London, for the larger boroughs and urban districts outside London where trade distress might be acute.

The Act does not allow of the expenditure of moneys obtained from rates for the payment of wages in respect of work provided under the Act. Money required by the Central Body or Distress Committee to meet their expenses in the payment of wages must, therefore, be obtained from voluntary subscriptions, or from grants made by Parliament. Since 1906 Parliament has voted each year a sum to be distributed among the local authorities established under the Act in the United Kingdom. In the first two years of the period, and again in 1909-10, sums of £200,000 were voted. In the year 1908-9, when trade depression was exceptionally severe, the grant was £300,000. In each of the last three years, in view of the improved state of employment, sums of £100,000 only were voted.

The distribution of the part of the Parliamentary grant allotted to England and Wales is entrusted to the Local Government Board. During the six years ended the 31st March, 1912, nearly £750,000 was thus distributed. The money was allocated mainly for the execution of works on which persons otherwise unemployed were set to work. Much the largest amount distributed in any year was that for 1908-9, when it amounted to £220,000. Work was provided for nearly 90,000 cases by the Distress Authorities during that year. From the date of the operation of the Act up to the 31st March, 1912, work has been provided for 313,000 cases in all.

The Central (Unemployed) Body for London and the Distress Committees for Districts outside London are also authorised to assist persons to emigrate. More than 21,000 persons have been so assisted since the Act came into operation, and nearly £61,000 of the Parliamentary grant for England and Wales has been allocated for this purpose. In addition, the Central (Unemployed) Body for London and the Distress Committees have spent over £100,000 from local rates in aid of emigration.

It has to be remembered that the work of the distress authorities represents only one section of the assistance which is rendered to emigration from public funds. Emigration is also assisted by Poor Law authorities.

Special measures, other than those mentioned, were taken during 1908-9 to meet the exceptional amount of unemployment then prevailing. The Board pressed local authorities to undertake necessary public works during the period of depression, so that work should be found for the unemployed. All that was possible was done to expedite the sanctioning of loans for this purpose. Thus the total amount of loans

in respect of public works which were accelerated in consequence of local unemployment was :—

During the year ended 31st March, 1908	...	£201,593
" " " " " " " 1909	...	1,707,555

Mention may also be made of some special measures taken to meet the distress due to the coal dispute. Sums amounting to £3,550 were graciously given by Their Majesties the King and Queen and Queen Alexandra and His Royal Highness the Prince of Wales for the relief of the distress. Mr. Burns was asked to undertake the distribution of this money. He also received various sums from private sources amounting to a little over £300. The moneys received were distributed to districts in which Mr Burns ascertained there was exceptional distress. It is interesting to note that considerable sums were also distributed towards the relief of distress by the High Commissioner of New Zealand, and by the Agent-General of New South Wales, these sums having been contributed in the two Colonies for assisting necessitous persons.

Operations under the Unemployed Workmen Act, 1905.

Year ended 31st March.	Persons provided with work.	Moneys paid from Parliamentary grant.		Number of persons assisted to emigrate.
		For execution of works.	For emigration.	
		£	£	
1906	41,321	—	—	685*
1907	36,280	95,920	9,500	4,532
1908	37,092	110,597	13,598	6,066
1909	88,190	213,435	7,050	1,139
1910	58,603	132,485	9,600	1,702
1911	28,993	67,221	10,450	2,775
1912	23,011	60,933	10,700	4,283

* For 6 months only.

OLD AGE PENSIONS.

The Old Age Pensions Act, 1908, which received the Royal Assent on the 1st August, 1908, constituted the Local Government Board the Central Pension Authority. The principal function of the Board is to decide appeals made to them against the decisions of local pension committees allowing or disallowing a claim to an old age pension. An

appeal may be made to the Board by the pension officer, by the claimant, or by any other person aggrieved by the decision. As will be seen from the Table given at the close of this section, a large number of appeals have been received, and the decision of the cases has thrown much work on the staff of the Department.

The establishment of local pension committees and of the necessary machinery for deciding appeals had to be undertaken without delay, because the Act provided for the payment, as from the 1st January, 1909, of a pension to every person of 70 years of age or over who complied with the statutory conditions and was not disqualified. The claims and appeals were very numerous at first. Thus between the 1st October, 1908, and the 31st December, 1908, over 5,000 appeals were received by the Board.

The Table at the close of this section gives information as to the principal grounds on which appeals have been made. About one-half of the appeals relate to the means of applicants, and the questions to be decided often present many difficulties. Where necessary, the Board have caused local investigations to be made by their inspectors. After that of means, the age of claimants has recently been the question most frequently at issue. At first many appeals were received against the refusal of pensions on the ground that the claimant was disqualified by reason of having received ordinary poor relief since the 1st January, 1908. This disqualification was allowed by the Government to expire on the 1st January, 1911, and many persons who had previously been debarred from receiving pensions then became entitled to them. Particulars respecting the remarkable reduction in aged pauperism which has resulted are given in pp. 144-5. It may be added that a person is still disqualified from receiving an old age pension while he is actually in receipt of poor relief not being medical relief or other relief excepted by the Act of 1908.

The partial removal of the poor relief disqualification caused a large increase in the number of claims to be considered by pension committees in the latter part of the year 1910, and a corresponding increase in the number of appeals to the Local Government Board against their decisions. Of the 5,455 appeals made during that year, 2,912 were received during the last four months of the year, and a large proportion of these related to claims made by persons who had previously been disqualified by the receipt of poor relief.

By the Old Age Pensions Act, 1911, some of the provisions of the Act of 1908 which were found by experience to operate harshly on claimants were amended. Thus a number of widows who were originally British subjects but who had ceased to be British subjects by reason of having married aliens, were rendered eligible for pensions by the Act of 1911, and the requirement of residence in the United Kingdom for the 20 years preceding the receipt of a pension was relaxed so as to allow of the payment of a pension to a person who had resided in the United Kingdom for 12 years in the aggregate out of the period of 20 years above mentioned. The mode of calculating the yearly means of a claimant prescribed by the Act of 1908 was also modified by the Act of 1911, and the means of one of a married couple living together are now in every case allowed to be taken at one-half the total means of the couple. It was also provided that poor relief given to or in respect of the wife or

relative of a claimant or pensioner should not disqualify the claimant or pensioner for receiving or continuing to receive a pension.

The modifications made by the amending Act of 1911 have already resulted in qualifying for old age pensions a large number of persons who were previously excluded under the provisions of the Act of 1908.

The following Table gives information respecting the appeals made to and decided by the Board :—

Period.	Number of Appeals received.	Number of Appeals disposed of.			Classification of decided Appeals, (Percentage of total number decided).			
		Decided.	Withdrawn, out-of-time, &c.	Total.	Means.	Age.	Poor Relief.	Others.*
					%	%	%	%
1st October, 1908, to 27th March, 1909	10,068	8,273	702	8,975	45.0	5.1	39.9	10.0
29th March, 1909, to 31st March, 1910	5,662	5,412	250	5,662	49.9	16.7	24.4	9.0
Year ended 31st March, 1911	5,455	4,587	297	4,884	46.0	25.1	14.6	14.3
Year ended 31st March, 1912	6,045	6,218	334	6,552	52.2	33.6	6.3	7.9
Year ended 31st March, 1913	4,326	4,733	252	4,985	48.2	38.8	7.7	5.3
Total to 31st March, 1913	31,556	29,223	1,835	31,058	48.1	21.9	20.7	9.3

* These include Appeals dealing with questions of residence, nationality, failure to work, imprisonment, etc.

The following Table gives the number of persons in receipt of old age pensions on the last Friday in March in each year, and the amount paid in pensions during the financial years ended the 31st March :—

Year.	England.	Wales.	Scotland.	Ireland.	Total United Kingdom.	Amount paid in pensions during the financial year ended 31st March.
						£
1909	369,037	24,663	70,294	183,500	647,494	*
1910	414,108	27,381	76,889	180,974	699,352	8,468,128
1911†	575,789	38,084	91,805	201,783	907,461	9,683,441
1912	602,441	40,083	94,319	205,317	942,160	11,714,433
1913	626,753	41,893	96,239	203,036	967,921	(not available)

* The scheme of old age pensions came into force on the 1st January, 1909, and pensions were, therefore, only payable in respect of the last three months of the financial year.

† After relaxation of pauper disqualification on 1st January, 1911.

HOUSING AND TOWN PLANNING.

Housing, Town Planning, &c., Act, 1909.

Additional powers have been conferred on local authorities by the Housing, Town Planning, &c., Act, 1909, for the purpose of enabling them to deal with insanitary areas and unhealthy dwellings, for facilitating the provision of houses, and for bringing under control the development of land in the vicinity of growing centres of population, with a view not only of securing improved sanitary conditions but also greater amenity and convenience.

This important measure may be conveniently summarised as follows :—

I.—*Sanitary Matters.*

1. The Act requires every County Council to have a Medical Officer of Health. He is to devote his whole time to his office. The Local Government Board are empowered to prescribe his duties. He is authorised to require from the Medical Officers of Health of the several districts in the county information reasonably necessary for the performance of his duties, and he will thus be in a position to obtain complete information as to the sanitary conditions prevailing throughout the county.

2. The Act imposes on County Councils the duty of appointing a Public Health and Housing Committee, and to this statutory committee all matters relating to the exercise by the Council of their powers and duties as regards public health and housing are to be referred.

3. In addition to this strengthening of sanitary administration in the counties, the Act empowers the Local Government Board to require a special report to be made to them by any local authority as to the housing conditions of their area, and such reports are to show any particulars which the Board may direct.

4. Enlarged powers of entry are conferred upon persons authorised by local authorities and the Board to examine premises in order to ascertain whether any powers under the Housing Acts ought to be exercised in respect of such premises.

5. The foregoing provisions relate mainly to improvements in administrative machinery and methods for dealing with insanitary conditions, but the Act contains important provisions which aim at a more direct attack upon such conditions. Two of these, contained in Sections 14 and 15, form a distinctive feature of the Act. Section 75 of the Housing of the Working Classes Act, 1890, provides that in any contract for the letting of houses for the working classes it is to be an implied condition that the house is, at the commencement of the holding, in all respects reasonably fit for human habitation, but this section only applied where the rent did not exceed—

In London	...	...	...	...	...	£20
In Liverpool	...	...	...	...	...	£13
In Manchester and Birmingham	...	...	...	...	...	£10
Elsewhere...	...	...	...	...	...	£8

Section 14 of the new Act extends the application of this provision to houses at a rent not exceeding—

In London	...	...	...	...	...	£40
In a borough or urban district of 50,000 or upwards	...	...	...	...	...	£26
Elsewhere	...	...	...	...	...	£16

The implied condition as to the fitness of dwellings for habitation will thus apply to practically all working class dwellings throughout the country.

Section 15, however, is more important still, for under that section the implied condition as to fitness is to take effect so as to include an undertaking, not merely that the house was fit for habitation at the beginning of the tenancy, but that it shall be “kept fit” throughout the tenancy. And this undertaking is made enforceable by enabling the authority, if necessary, to do the work of rendering the house fit for habitation, and to recover the cost from the landlord.

6. The Act contains important amendments of the existing law with respect to closing and demolition orders. Under the Act of 1890 it was necessary to have recourse to a court of summary jurisdiction for the making of a Closing Order, the machinery was complicated, and there was an appeal to Quarter Sessions. Under the new Act the local authority may themselves make the Closing Order, and an appeal lies to the Local Government Board both as regards Closing and Demolition Orders.

7. The Act also contains some other valuable provisions, such as the prohibition of the erection in future of back-to-back houses, and a power to prevent the use of underground rooms as sleeping places,

II.—*Provision of New Houses for the Working Classes.*

1. Part III. of the Housing of the Working Classes Act, 1890, which enables local authorities to provide new houses for the working classes, and had hitherto been in force only where it had been adopted by the local authority, is put in force by the new Act throughout the country.

2. The powers thus conferred, however, might in some cases lie dormant, unless there were a further power to compel their exercise when necessary. Consequently, the new Act contains provisions as to default. For instance, if a Rural District Council refuses to provide necessary accommodation for the working classes of their district, and complaint is made to the Local Government Board under Section 10 of the 1909 Act, the Board may, after holding a local inquiry, declare the Council to be in default. The Board may then issue an Order, directing the authority to do what is required. This Order is enforceable by *mandamus* in the Courts, or, as an alternative, the Board may, with the consent of the County Council, impose on the Council the duty of making the necessary provision.

3. In this connection it may be noted that the Central Authority may be set in motion not only by complaint of the County Council or Parish Council or Parish Meeting, but by any four inhabitant householders of the district.

4. The Act also empowers the County Council themselves to act, in default of a Rural District Council, on the complaint of a Parish Council or Meeting or four inhabitant householders, by transferring to themselves the powers of the District Council.

5. Steps have been taken to provide inducements to local authorities to carry out of their own accord the intentions of the Act, by simplifying the procedure for acquisition of land and giving facilities for cheaper money. For example :—

(a) Land may be acquired compulsorily in accordance with simpler procedure similar to that introduced in the Small Holdings and Allotments Act of 1907 ;

(b) The period for which money may be lent by the Public Works Loan Commissioners has been extended from 50 to 80 years ;

(c) The money is to be advanced by the Commissioners at the minimum rate allowed for the time being for loans out of the Local Loans Fund ; and

(d) The longer duration of a loan is not to be taken as a reason for fixing a higher rate of interest.

III.—*Town Planning.*

The provisions of the Act relating to Town Planning mark a new departure in legislation in this country. Hitherto, new centres of population have generally been allowed to grow up and existing

urban areas have been allowed to expand without control or prevision. The result has too often been that the haphazard development of land in the vicinity of urban centres has produced slums, has prevented the orderly growth of towns, and has involved enormous expenditure in clearing sites, widening streets and providing necessary open spaces. The Act aims at securing in the future sanitary conditions, amenity and convenience, by enabling schemes to be made under which building land will be developed with due regard to future requirements.

With this end in view, the Local Government Board are empowered to authorise local authorities to prepare town planning schemes in connection with land likely to be used for building purposes, or to adopt any such schemes proposed by owners of land. The schemes are to have effect, however, only if approved by the Local Government Board.

The Act provides for the payment of compensation to any persons whose property is injuriously affected by the making of a town planning scheme, and, on the other hand, the local authority is empowered to recover from any person whose land is increased in value by the making of the scheme a proportion of the amount of that increased value.

IV.—*Miscellaneous.*

1. Amongst other useful amendments made by the Act may be noticed the repeal of Sub-section (2) of Section 53 of the Act of 1890. In that sub-section "cottage" was so defined as not to include a garden of more than half an acre in extent or of more than £3 in estimated value; under the new Act a cottage may include a garden of not more than an acre, and the limitation on annual value is abolished. The authority are thus enabled to provide larger gardens in connection with dwellings for the working classes.

2. Public attention has more than once been drawn to the fact that large sums of money left by philanthropic testators for housing purposes are rendered of little avail by inaction on the part of trustees or by delays incidental to legal proceedings in the courts of law. Under the Act, with a view to the proper application of such moneys, and, if necessary, the expediting of legal proceedings, the Local Government Board are empowered to certify any case of the kind to the Attorney-General, who can then intervene and take such steps as may be necessary.

It will be seen that the Act of 1909 imposed important new duties on the Board. A special Housing and Town Planning department was formed with a Comptroller at its head; and the staff of the Board was increased by a number of expert officers appointed specially for the work.

Several circular letters were issued to explain the Act to public authorities. Regulations were made in compliance with the requirements of the Act dealing, among other matters, with the form of orders for the closing and demolition of houses; inspection; procedure in appeals to the Board; and the preparation of town planning schemes. The duties of County Medical Officers of Health were prescribed. It was made one of their duties to include in their annual reports a section dealing with

housing in their districts. The Board are provided by this means with valuable information as to housing conditions.

In November, 1911, when the Act had been in operation for nearly two years, it was thought desirable to present in brief form particulars of its operations and of the results achieved. A Memorandum was accordingly prepared and presented to Parliament (Cd. 5,973). A further Memorandum bringing the information up to date was issued in November, 1912 (Cd. 6,494).

Housing.

The Housing Acts are administered primarily by the local authorities. The Board have wide powers; but their function is chiefly to guide and to stimulate local action. Of necessity, some time must elapse before such a measure as the Act of 1909 will have its full effect; local authorities take time to appreciate their new powers and to realise the need of exercising them.

But already there is ample evidence that local authorities have become more active in dealing with housing problems. This is manifest from Tables at the close of this section, showing:—

I.—Loans sanctioned by the Board for housing.

II.—Action taken by local authorities as regards requiring houses to be put into habitable condition; and

III.—As regards closing and demolition of houses.

The large amount sanctioned in loans during the year 1912 as compared with previous years is noteworthy. In that year loans sanctioned for the purchase of land and the erection of new houses under Part III. of the Housing of the Working Classes Act, 1890, represented nearly four times the amount sanctioned in any previous recent year. Moreover, out of a total of 156 authorities who have obtained sanctions under Part III. since 1890, no less than 70 are attributable to the years 1910-12. Details of the loans sanctioned from the passing of the Act of 1909 to the 31st July, 1912, are to be found in a Special Return prepared by the Board and issued in 1912 (Parliamentary Paper 293 of Session of 1912).

It will be noticed that there has been a very large increase in the loans sanctioned in rural districts. Equally striking is the increased number of districts for which loans have been sanctioned. It is only with the years 1911 and 1912 that rural authorities have to any extent undertaken to provide houses for the working classes. The Board are bringing active pressure to bear on local authorities where the conditions warrant it.

It would be a mistake to take account only of the new buildings which have been erected. Equally important are the measures which are being adopted to improve existing dwellings. No less than 46,625 houses previously insanitary or in need of repair were made fit for habitation under the provisions of Sections 15 and 17 of the Act of

1909 during the year ended the 31st March, 1912. This number compares with 19,463 in the previous year. In addition, a large number of houses were dealt with under the Public Health Acts. Further information in connection with this subject is given in Tables II. and III. They show clearly that local authorities are now very much more active in requiring owners to put houses into proper condition, and this counts, equally with new erections, in improving the conditions under which the working classes live.

In March, 1913, Mr. Burns issued a revised Memorandum containing full information as to methods of construction of cottages for the working classes, with model plans for the guidance of persons proposing to build.

Town Planning.

The provisions of the Act of 1909 which relate to Town Planning will be of the highest benefit. They are designed, not to cure existing ills—that need is met by other parts of the Act and by other legislation—but, what is still more important, to prevent them from arising. They thus fall into line with the general tendency in modern measures to emphasise prevention.

Already very many places have schemes in hand, and the Board have been active in pressing local bodies to take steps in the matter. It is important that schemes should be carefully considered and should be finally settled only after mature deliberation, for they will regulate the future development of the district to which they refer. Among the schemes which have been submitted or are in preparation, after sanction by the Board, may be mentioned:—

Birmingham—For two areas of over 3,700 acres in all ;

Ruislip—Northwood—For an area of nearly 6,000 acres ;

Oldbury—For an area of over 1,700 acres ;

Southport—For an area of over 2,800 acres ;

Luton—For an area of nearly 4,300 acres.

On the 31st December, 1912, the Board had knowledge of over 130 authorities which either were actually preparing schemes of town planning or were taking active steps to do so. The area included in schemes or proposals for schemes formally before the Board exceeded 60,000 acres. The passing of the Act of 1909 very markedly stimulated the interest in town planning. An important Conference on the subject was held in London in October, 1910. The Inaugural Address was delivered by Mr. Burns, who was the Honorary President of the Conference. An interesting exhibition of plans, drawings and models illustrative of town planning was held in the Galleries of the Royal Academy in conjunction with the Conference, and was most useful in awakening public attention to the subject.

Much still remains to be done. In many districts housing conditions are still very unsatisfactory. But remarkable progress has undoubtedly been recently made, and the deeper appreciation of the importance and urgency of the problem and the keener spirit to grapple with its difficulties which now prevail, cannot but lead in the near future to still greater efforts to secure that the working classes shall dwell under such conditions of housing as will conduce to health and general well-being.

I.

Loans sanctioned by the Local Government Board for purposes of the Housing of the Working Classes Act, 1890, during the years 1906 to 1912.

Year ended 31st December.	For improve- ment of unhealthy areas. (Part I. of the Act.)	For dealing with unhealthy dwelling-houses and obstructive buildings. (Part II. of the Act.)	For purchase of land and erection of dwelling-houses. (Part III. of the Act.)		TOTAL.
			Urban Districts.	Rural Districts.	
	£	£	£	£	£
1906 ...	52,212	640	76,667	1,500	131,019
1907 ...	64,248	1,066	66,321	—	131,635
1908 ...	78,466	9,114	106,427	23,300	217,307
1909 ...	81,171	3,850	37,294	11,960	134,275
1910 ...	224,557	850	108,128	520	334,055
1911 ...	—	3,793	90,234	15,181	109,208
1912 ...	37,712	1,078	405,928	66,926	511,644
Totals for years 1906 to 1912	£538,366	£20,391	£890,999	£119,387	£1,569,143

II.

Action taken by local authorities in England and Wales as to requiring owners to put houses in habitable condition under Section 15 of the Housing, Town Planning, &c., Act, 1909.

(The information for the year ended 31st March, 1912, is in respect of returns received from 1,777 out of 1,819 authorities, returns from the remaining authorities not having been received when the Table was prepared. For the 16 months ended the 31st March, 1911, returns were received from all of the local authorities except 67.)

	During 16 months ended 31st March, 1911.	During 12 months ended 31st March, 1912.
Number of houses in respect of which notices were given	18,927	43,805
Number of houses in respect of which landlords elected to close instead of complying with notices	679	1,263
Number of houses in respect of which notices were satisfactorily complied with	11,649	31,152
Number of houses in respect of which the local authority executed or were executing the works in default of landlord	40	176

Section 15 conferred a new power on local authorities. They could not, previous to the Act of 1909, take action such as that authorised by the section in question.

III.

Action taken in regard to the Closing and Demolition of Houses under the Housing Acts during the four years ended 31st March, 1912.

(The information for the year ended 31st March, 1912, is in respect of returns received from 1,794 out of 1,819 local authorities, returns for the remaining authorities not having been received when the Table was prepared.)

	1909.	1910.	1911.	1912.
Number of houses in respect of which representations were made to the local authorities	6,312	6,429	24,429*	46,752*
Number of houses made fit for human habitation by owners without the issue of a closing order	3,731	3,056	7,042	13,194
Number of houses closed or demolished voluntarily	1,510	1,389	1,419	1,897
Number of houses in respect of which closing orders were made	587	1,511	4,870	9,726
Number of houses in respect of which closing orders were determined (because houses made fit)	†	274	732	2,103
Number of houses (in respect of which closing orders had been made) demolished by owners without orders for demolition	†	†	534	1,054
Number of houses in respect of which orders for demolition were made ...	196	170	495	1,400

* In a very large number of these cases (over 12,350 in 1911-12 and over 5,200 in 1910-11) the local authorities decided to proceed by way of notices under Section 15 of the Housing, Town Planning, &c., Act, 1909, instead of making closing orders.

† Information is not available.

PUBLIC HEALTH.

Tuberculosis.

Active measures have been taken by the Local Government Board with regard to tuberculosis. An exhaustive report on sanatoria for consumptives and other aspects of the tuberculosis problem was prepared by one of their medical inspectors, the late Dr. Bulstrode, and published in 1908. The Final Report of the Royal Commission on Tuberculosis was issued in June, 1911, and roused much interest.

The question of the notification of cases of tuberculosis has been the subject of much attention and consideration by the Board in recent years.

It is only through notification that it can be ascertained where cases of tuberculosis exist, and it has been recognised that this information is an essential preliminary of concerted action in dealing with the disease. In a few cases, local authorities obtained special Local Act powers to make pulmonary tuberculosis a compulsorily notifiable disease. At several places also a system of voluntary notification was in force for some years, but it has not been found possible to obtain a comprehensive system of notification under such conditions.

The Board for some time had under consideration the question of making pulmonary tuberculosis compulsorily notifiable throughout the country. In December, 1908, they issued an Order requiring cases of pulmonary tuberculosis treated in Poor Law institutions or under the care of Poor Law district medical officers, to be notified to the sanitary authorities. In March, 1911, a further Order was issued, extending the system of notification to cases of pulmonary tuberculosis occurring amongst the in-patients or out-patients at hospitals or other similar institutions for the treatment of the sick; and in November, 1911, the notification generally of cases of pulmonary tuberculosis was made compulsory as from 1st January, 1912. A further Order was issued in December, 1912, consolidating and amending the regulations and applying them to non-pulmonary as well as to pulmonary tuberculosis.

A Memorandum prepared by the Medical Officer of the Board was issued in 1909, setting out the administrative measures which can be taken in dealing with tuberculosis. This Memorandum was circulated among the sanitary authorities of England and Wales.

The steps which have been taken by the Board have been partly the result and partly the cause of the growing interest taken by the public in the problem. This interest has been intensified by the Exhibitions which have been held at numerous places under the auspices of the National Association for the Prevention of Consumption. The first Exhibition was opened by Mr. Burns at Whitechapel in June, 1909.

The whole question of the treatment of tuberculosis has entered on a new phase with the passing of the National Insurance Act. The work of the Local Government Board in dealing with the problem has been largely increased, and means have been provided of grappling more closely with the disease. A definite part of the insurance funds is set apart for the treatment of insured persons suffering from tuberculosis, and parliamentary grants amounting to £1,500,000 for the United Kingdom will be given in aid of the provision of sanatoria and other institutions for this purpose. The distribution of the grants in England will be made by the Board, with the consent of the Treasury. Increased provision for dealing with cases will be made; the work of local authorities will be stimulated; and, in addition, the interest of the insurance societies and committees will be procured for dealing with this disease. It is important to note that the special measures for dealing with tuberculosis will not be restricted to insured persons, but are to be extended to the population in general, and the Government have undertaken to make a grant of one-half the cost of the treatment of non-insured persons including the dependents of insured persons. The work of local authorities will thereby be greatly stimulated.

A Committee was appointed in February, 1912, "to report at an early stage upon the considerations of general policy in respect of the

“problem of tuberculosis in the United Kingdom, in its preventive, curative and other aspects, which should guide the Government and local bodies in making or aiding provision for the treatment of tuberculosis in sanatoria or other institutions or otherwise.” The Committee have issued an Interim Report dealing with the essential features and broad outlines of a comprehensive scheme for combating the disease; and on the 14th May, 1912, the Board addressed a circular letter to the Councils of counties, county boroughs, urban and rural districts, in England commending the Report to the serious consideration of those authorities, and urging the formulation without delay of schemes in respect of each county and county borough. Further circular letters were issued on the 6th July, 1912, the 6th December, 1912, and the 25th February, 1913, dealing with the measures to be taken. A memorandum accompanied the last-named circular containing suggestions as to the construction and arrangement of inexpensive buildings for the treatment of cases of tuberculosis. The Board are at present busily engaged in considering and in advising on schemes submitted to them in accordance with circular letters. These schemes relate mainly to: (1) the provision of sanatoria, hospitals and other residential institutions for the treatment of tuberculosis; (2) the provision of dispensaries. Local authorities are taking up the question with vigour. The Board are using their utmost endeavours to secure that the problem is dealt with in a concerted and effective manner; and there is every reason to hope that within a few years the measures which are being taken will produce marked improvement in the health of the people.

Already before the passing of the National Insurance Act some local authorities had made provision for the treatment in sanatoria of consumptive persons, and some authorities had provided tuberculosis dispensaries. By reason of the grants which will now be given, this provision has been quickened to a very marked degree. The institutions in which insured persons may be treated have to be approved by the Board. Up to the middle of March, 1913, no less than 191 sanatoria and hospitals and 133 dispensaries had been approved. The approved sanatoria and hospitals contained 6,882 beds, of which 2,900 were in institutions provided by sanitary authorities.

In London, arrangements have been made with the Metropolitan Asylums Board, who have set aside an institution near Sutton, in Surrey, and a portion of the Northern Hospital at Winchmore Hill, in Middlesex, for the accommodation of tuberculous cases from the London Insurance Committee. These two institutions will provide for more than 500 cases.

Infant Welfare.

One of the most noteworthy movements of recent years is that directed to the reduction of infantile mortality and the improvement of the conditions under which infants live. Several measures have been taken by the Board which have contributed materially to this end.

Mr. Burns has identified himself very closely with the movement. He presided at Conferences which were held in London in 1906, 1908 and 1912 on the subject. At the last Conference, which was held in June, 1912, it was decided to form a National Association for the

Prevention of Infant Mortality and the Promotion of the Welfare of Children under School Age. An International Conference on the subject of Infant Mortality is to be held in London in August, 1913, under the presidency of Mr. Burns.

A special report by the Medical Officer of the Board on Infant and Child Mortality was issued in 1910.

Reduction in Infantile Mortality.—The following figures give information respecting the rate of infantile mortality :—

	Number of Deaths of Infants under one year of age per 1,000 births in the years								
	1904	1905	1906	1907	1908	1909	1910	1911	1912
England and Wales ...	145	128	132	118	120	109	105	130	95
*Great Towns (including London)	160	140	145	127	129	118	115	141	101
London	145	130	131	116	113	108	103	129	90
†Smaller Towns	154	132	138	122	124	111	104	133	99
England and Wales—less the Great and Smaller Towns	125	113	116	106	110	98	95	117	86

* Towns with a population exceeding 50,000.

† Towns with a population of more than 20,000 and less than 50,000.

It will be seen from the above Table that a remarkable reduction in infantile mortality has taken place. In 1911 the figures rose owing to the exceptional conditions of that year, the prolonged hot weather causing conditions specially unfavourable to child life. The 1912 figures are the lowest on record and show a decrease of more than 25 per cent. compared with those of 1905.

Among the measures taken to improve the conditions of infant life, the following may be mentioned :—

Notification of Births Act, 1907.—The object of this Act is to enable the medical officer of health of a sanitary district to receive information of the birth of a child within 36 hours of the birth, in order that a female health visitor or other competent woman may tender personal advice to the mother in regard to the rearing and nurture of the child in those cases in which the medical officer considers such visits desirable.

The Act may be adopted, with the consent of the Board, for any borough, urban district or rural district by the Council of the borough or district, or by a County Council for the whole county or for any district in the county, or the Board may declare the Act to be in force in any borough or district. Up to the 15th November, 1912, the Act had been adopted for, or put into force in, the whole of the administrative counties of London, Worcester, Hertford and Leicester, and in 60 county

boroughs, 64 non-county boroughs, 81 urban districts and 16 rural districts. The population of England and Wales under the operation of the Act is 19,341,561 out of the total of 36,070,492, and steps are being taken to adopt the Act in some 40 additional districts with a population of about 900,000. Before the consent of the Board is given to the adoption of the Act, the local authority must show that the necessary arrangements have been made for giving instruction and advice to those who have charge of infants.

There is abundant testimony in the annual reports of medical officers of health who have had experience of the Act that it has led to a better knowledge and wider adoption of the rules of infant and child hygiene.

Infant Blindness.—An important step has recently been taken by the Board in the direction of reducing infant blindness by extending to the disease *ophthalmia neonatorum* the application of the Infectious Disease (Notification) Act, 1889, in any district in which the local authority apply for the Board's approval to such an extension of the Act. The object of the notification is to secure prompt and efficient medical treatment, so that the child's eyesight may not be impaired. Failure to secure such treatment is one of the chief causes of blindness dating from infancy.

On the 15th November, 1912, the disease had been made compulsorily notifiable in districts in England and Wales with a population of 11,497,277, out of a total population of 36,070,492, and very good results have followed.

Health Visitors.—The London County Council (General Powers) Act, 1908, authorised the Borough Councils in London to appoint Health Visitors, subject to regulations made by the Local Government Board. In 1909, the Board issued the Health Visitors (London) Order, which prescribed the qualification, tenure of office, and duties of Health Visitors in the Metropolis. Up to the 15th November, 1912, nineteen Metropolitan Borough Councils had appointed 28 Health Visitors under this Order.

Inspection of Food.

The subject of meat and food inspection has received much attention. A sub-department of the Board's medical department was established in 1906 to deal with the inspection of food and the administration of the Sale of Food and Drugs Acts. It is under the direction of a chief inspector of foods, with whom are associated five inspectors and assistant inspectors. Investigations have been made by these inspectors into the processes adopted in the preparation for and conditions of sale of various articles of food. The results of the investigations have been embodied in special reports, which have from time to time been published. Investigations have also been made into outbreaks of food poisoning, into the administration by local authorities of the Sale of Food and Drugs Acts, and generally into questions relating to the food supply of the country. There is a laboratory at the Board's offices for the use of the sub-department.

In the Session of 1907 an Act was passed enabling the Board to make Regulations for the prevention of danger arising to public health from the importation, preparation, storage or distribution of articles of food. In 1908 the Board made two sets of Regulations under this Act, viz., "The Public Health (1st Series: Unsound Food) Regulations, 1908," and "The Public Health (Foreign Meat) Regulations, 1908." The first set of Regulations was framed with the object of securing that articles of food which are unsound, unwholesome or unfit for human consumption, brought to this country as part of the cargo of a ship from foreign ports, or otherwise from other parts of the country, shall be dealt with immediately at the port of discharge. The second set of Regulations was designed to deal with certain classes of meat foods, such as boneless meat, the unrestricted importation of which is particularly liable to entail danger to the public health.

Amending Regulations dealing with foreign meat were issued in 1909. In order to ensure the efficient administration of the Regulations, the Board's inspectors of foods have from time to time visited the various ports and conferred with the port sanitary authorities and other Councils entrusted with the execution of the Regulations, and in general the work under the Regulations has been found to be proceeding smoothly and satisfactorily.

In 1912 the Board issued a further series of Regulations under the Act of 1907, called the Milk and Cream Regulations, 1912. The object of the Regulations is to prevent the addition to milk of any preservative substances whatever, and to impose restrictions on the use of preservatives in cream by compelling the vendors of all preserved cream to declare the presence and amount of the added preservative by an adequate label or other suitable means. The Regulations also prohibit the use in cream of any substance used artificially to thicken it, and in order to ensure that imported milk and cream may comply with the Regulations the co-operation of the Officers of Customs has been secured.

The food laws of the United States of America, Argentina and Switzerland, require that meat and meat food products imported into those countries shall be accompanied by an official certificate attesting the soundness and freedom from disease of the imported product and the sanitary condition of the premises on which it has been manufactured or packed. The Board have made arrangements which enable British traders to comply with the requirements of these laws.

Vaccination.

The increase in the cost of Public Vaccination which had taken place since 1898 gave rise to numerous protests from Boards of Guardians and others in all parts of the country, and a Departmental Committee was appointed in 1903 to consider the question of Vaccination Expenses. In 1907 the Local Government Board issued an Order giving effect to the recommendations of the Departmental Committee, whereby a considerable reduction in the cost of vaccination has been secured.

The following Table shows: (*a*) the number of births registered in each calendar year in England and Wales during the period between the 1st January, 1906, and the 31st December, 1912; (*b*) the number of certificates of conscientious objection to vaccination issued by justices

under Section 2 of the Vaccination Act, 1898, or of statutory declarations of conscientious objection made under the Vaccination Act, 1907, which have been received by vaccination officers in the several years :—

Calendar Year.	Number of Births.	Number of Objections.
1906	935,081	52,391
1907	918,042	57,675
1908	940,383	162,799
1909	914,472	190,689
1910	896,962	230,947
1911	881,241	248,483
1912	872,800	(not available)

Among other measures touching public health taken by the Board, reference may be made to the following :—

Infectious Disease in London.—The hospital authority for the treatment of infectious disease in London is the Metropolitan Asylums Board. In 1911 Mr. Burns extended their powers, and authorised them to receive from the Poor Law Authorities in the Metropolis children suffering from measles or whooping-cough. Later on in the same year they were further authorised to receive persons suffering from measles who were not paupers. Considerable use is made of the hospital accommodation of the Metropolitan Asylums Board for cases of infectious disease. The total number of cases under treatment at one time varied in 1912 from about 3,000 in April to about 4,250 in December. On December 15th, 1912, there were 4,224 cases under treatment. Of these, 2,247 were cases of scarlet fever, 903 diphtheria, 767 measles, and 253 whooping-cough.

Cholera.—In consequence of outbreaks of cholera in Russia in 1908 and 1910, its extension to Holland in 1909, and its prevalence in Italy and Turkey in 1911, and again in Turkey and the East in 1912, the Board took active steps to guard against the importation of the disease into this country from infected ports. In the late summer of each year the Board issued a circular letter to the authorities of British ports trading with the infected areas, impressing upon them the necessity of taking all necessary measures prescribed by the Board's new General Order of September, 1907, which sets out the steps to be taken to guard against the spread of plague, cholera and yellow fever. The Board's medical inspectors visited the ports and instructed the local officers; and the Board have instituted a

weekly bulletin of all cases of plague, cholera and yellow fever coming to their notice in ports all over the world; a copy of the bulletin is sent to all port and riparian sanitary authorities in England and Wales. In addition, it has now been arranged to publish early in each year a preliminary statement as to the occurrences of plague, cholera, and small-pox abroad in the preceding year. It is hoped that this information will be helpful in drawing attention to some of the likely sources of imported infection.

Supply of Diphtheria Anti-Toxin.—In order the more effectively to combat outbreaks of diphtheria, the Board in August, 1910, issued Orders which authorised the local sanitary authorities to supply anti-toxin, at the charge of the rates, for use in cases where treatment of the kind was desirable.

Rat Plague in East Anglia.—Owing to the occurrence of four fatal cases of human pneumonic plague at Freston, Suffolk, in October, 1910, the Board at once took steps to investigate the possibility of infection from rats and to urge the local authorities in the neighbourhood to undertake the systematic destruction of rats in their areas. On November 10th, 1910, the Board issued an Order empowering local authorities, upon receipt of a representation that their area was invaded or threatened by plague, to spend money and to take all necessary steps for the destruction of rats. The Board undertook the bacteriological examination of rats and other animals suspected to be plague-infected and a large number of such animals were sent up for examination.

In January, 1911, with a view to delimiting the area of infection, the Board directed examination of 6,000 rats from the districts surrounding those known to be infected. The examinations were carried out at Ipswich by Drs. Petrie and McAlister, of the Lister Institute, under the supervision of Dr. Martin, the Director of the Institute. In addition to these precautions, certain of the Board's inspectors were detailed to advise local authorities as to the measures to be taken for rat destruction and the prevention of plague.

A further investigation, comprising the examination of over 15,000 rats, was directed to be made at Ipswich during the period July—October, 1911, in a further effort to determine the limits of the infected area. Of these rats, 35 were found to be plague-infected. These all came from the Woodbridge and Samford Rural Districts and from the outskirts of the Borough of Ipswich.

Cerebro-Spinal Fever and Acute Poliomyelitis.—Local outbreaks of the former disease occurred in 1910 and of the latter in 1911, and were investigated by the Board's medical inspectors. Their reports on the subject were published. In December, 1911, the Board issued a circular letter urging all local authorities to make the diseases compulsorily notifiable in their districts, and in August, 1912, issued an Order making Cerebro-Spinal Fever and Acute Poliomyelitis compulsorily notifiable in all districts in England and Wales.

Notifications of Infectious Diseases.—In respect of the years 1911 and 1912, the Board published statements comprising the number of cases, and the incidence in relation to population, of each of the notifiable acute infectious diseases in every sanitary area of England

and Wales. These statements were made practicable by the Board's General Order of 13th December, 1910, which made it the duty of Medical Officers of Health outside the Metropolis to send to the Board every Monday a statement of the number of cases of infectious disease notified to them during the preceding week. Figures for the Metropolis have been received weekly for many years. These statements will be of great administrative value to the local Medical Officers of Health.

Rag Flock.—Representations having been made to the Board by various local authorities and manufacturers as to the use of dirty flock in the manufacture of bedding and upholstered furniture, the Board instructed one of their medical inspectors to inquire into the matter. It was evident from his report, which was published in 1910, that in some instances rag flock was being produced under very unsatisfactory conditions, and it was decided to promote legislation to deal with the matter.

The Rag Flock Act, 1911, which was introduced to Parliament by Mr. Burns, prohibits the sale and use of flock manufactured from rags for the purpose of making bedding and upholstered furniture unless the flock conforms to a standard of cleanliness prescribed by Regulations to be made by the Local Government Board. Mr. Burns issued Regulations on the 8th June, 1912, prescribing the standard of cleanliness, and the Act and Regulations came into force on the 1st July, 1912.

Intercepting Traps.—There has been much controversy as to the need of providing intercepting traps in house drains in order to prevent foul air from sewers passing into house drains. The Board appointed a Departmental Committee to consider the question. The Committee made a thorough investigation, and reported in December, 1911.

The Committee came to the conclusion that the necessity of providing intercepting traps had not been established on bacteriological grounds; that traps should not be compulsorily required in ordinary circumstances; that the desirability of requiring traps depended on local conditions; and that the question whether traps should be provided in any particular case should be left to the decision of the local authority.

REPORTS ISSUED BY THE MEDICAL DEPARTMENT.

Numerous Reports have been issued by the Medical Department of the Board. The Reports are of two main classes:—

1. Reports of inspections and investigations of particular localities.
2. Reports on general subjects. This latter class includes not only Reports made by medical inspectors of the Board, but also Reports made by specially qualified persons not on the Board's staff.

The following are among the most important of the general Reports:—

1907.

The lodging and accommodation of hop-pickers and
pickers of fruit and vegetables - - - - by Dr. R. Farrar.

1909.

The conditions under which pea-pickers are employed -	by Dr. R. Farrar.
The lodging of navvies employed on the construction of public works - - - - -	by Dr. R. Farrar.
Preservatives in cream - - - - -	by Dr. Hamill.
Flies as carriers of infection (1909-1912), 5 Reports -	by Dr. S. Monckton Copeman and others.
The nature, use and manufacture of ferro-silicon -	by Dr. Monckton Copeman.

1910.

Enteric fever among hop-pickers in Staffordshire and Worcestershire - - - - -	by Dr. Wheaton.
Enteric fever carriers - - - - -	by Dr. J. C. G. Ledingham.
Rag flock - - - - -	by Dr. Farrar and others.
Infant and child mortality - - - - -	by the Medical Officer.
Enteric fever in County Durham - - - - -	by Dr. Wheaton.

1911.

On suspected cases of human plague in East Suffolk, and on an epizooty of plague in rodents - -	by Drs. Bulstrode, Fletcher and Reece.
Bleaching of flour - - - - -	by Dr. Hamill and Dr. Monier Williams.
Nutritive value of bread made from different varieties of wheat flour - - - - -	by Dr. Hamill.
Condensed milk - - - - -	by Dr. Coutts.
Shell-fish, other than oysters, in relation to disease -	by Dr. Bulstrode.

1912.

Epidemic poliomyelitis - - - - -	by Dr. Reece and others.
Infectious Disease Statistics—England and Wales, 1911 - - - - -	by the Medical Officer.
Value of boiled milk as a food for infants, &c. - -	by Dr. J. Lane Claypon.
Nature of the colouring matter of flour - - -	by Dr. Monier Williams.

1913.

Biological properties of milk - - - - -	by Dr. J. Lane Claypon.
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LOANS SANCTIONED TO LOCAL AUTHORITIES.

Loans for Sanitary Purposes.—The Local Government Board is the Central Department entrusted with the administration of the sanitary laws. Urban Councils and, to a smaller extent, Rural District Councils have wide powers of borrowing for sanitary purposes with the sanction of the Board, and the amounts, the borrowing of which

by these authorities has been sanctioned in recent years, are shown in the following Table:—

Year ended 31st December.			£
1906	...	...	6,214,709
1907	...	...	6,041,493
1908	...	...	6,531,401
1909	...	...	6,252,889
1910	...	...	5,553,363
1911-12 (1st January, 1911, to 31st March, 1912) ...			7,460,761
Total (1st January, 1906, to 31st March, 1912) ...			<u>£38,054,616</u>

These loans were largely for purposes of sewerage and sewage disposal, street and highway improvements, including the construction of new streets and bridges, electric lighting, water supply, housing of the working classes, public walks and pleasure grounds, gasworks, public offices and hospitals. Particulars as to loans for purposes of the housing of the working classes have been given in pp. 158-160.

The following Table shows the total amounts of the loans sanctioned by the Board from 1st January, 1906, to 31st March, 1912, in respect of some of the other chief items:—

Year ended 31st December.	Water Supply.	Sewerage and Sewage disposal.	Gasworks.	Electric Lighting.	Street and Highway Improve- ments.
	£	£	£	£	£
1906... ..	431,598	1,698,620	358,450	802,678	1,488,138
1907... ..	629,899	1,117,062	504,219	1,247,781	1,130,580
1908... ..	369,524	1,026,857	325,795	1,377,268	1,592,890
1909... ..	464,877	2,100,119	134,075	835,068	1,257,457
1910... ..	406,068	1,432,627	189,659	814,746	1,252,764
1911-12 (1st Jan., 1911, to 31st March, 1912) ...	568 751	1,685,604	223,482	1,374,531	1,529,893
Total (1st Jan., 1906, to 31st March, 1912)	2,870,717	9,060,889	1,735,680	6,452,072	8,251,722

Small Holdings Loans.—The local authorities for purposes connected with the provision of small holdings are county councils and the councils of county boroughs. The amounts of loans sanctioned by the Board in this connection were as follows :—

Year ended 31st March.	County Councils.	Year ended 31st December.	Councils of County Boroughs.
1908... ..	£ 10,209	1908	£ Nil
1909... ..	258,964	1909	35,489
1910... ..	802,967	1910	7,439
1911... ..	761,484	1st. Jan., 1911 to 31st March, 1912	50,926
1912... ..	898,288	...	...
Total (1908 - 1912) ...	2,731,912	Total (1st Jan., 1908, to 31st March, 1912)	93,854

The passing of the Small Holdings and Allotments Act, 1908, has led to an enormous increase in the number of small holdings and allotments. The following Table gives the number of acres acquired or agreed to be acquired for small holdings, and the number of applicants provided with small holdings :—

Year.	Number of Acres acquired or agreed to be acquired.	Applicants provided with Small Holdings.
1908	21,653	504
1909 }	79,255	2,321
1910 }		2,517
1911	35,615	2,387
1912	30,540	2,463
Total (1908-1912) ...	157,063	10,192

Allotment Loans.—The following Table shows the total amounts sanctioned for the purposes of allotments during recent years :—

Year ended 31st December.	Urban Councils.	Rural District Councils.	Parish Councils.	Total.
	£	£	£	£
1906	3,718	Nil	60	3,778
1907	3,940	3,408	Nil	7,348
1908	9,490	—	7,018	16,508
1909	30,979	—	7,032	38,011
1910	12,826	—	2,565	15,391
1st Jan., 1911, to 31st Mar., 1912	30,081	—	8,080	38,161
		Total (1st January, 1906, to 31st March, 1912)		119,197

The powers and duties of Rural District Councils under the Allotment Acts were transferred to Parish Councils from the 1st of January, 1908.

Loans under the Small Dwellings Acquisition Act, 1899.—The following Table gives the amount of the loans sanctioned by the Board :—

Year ended 31st December.	£
1906	17,548
1907	10,289
1908	24,867
1909	6,758
1910	28,972
1911	34,220
1912	50,347
Total (1906–1912) ...	<u>£173,001</u>

Loans sanctioned to Parish Councils.—Under the Local Government Act, 1894, Parish Councils are empowered, with the consent of the Local Government Board and of the County Council, to borrow for certain purposes. Loans have been sanctioned in respect of burial

grounds, recreation grounds, allotments and other purposes. The total amounts sanctioned were as follows:—

Year ended 31st December.

1906	...	...	£7,338
1907	...	...	14,990
1908	32,570
1909	28,063
1910	16,017
1911	17,615
1912	39,304

Total (1906–1912)	...	£155,897
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Outstanding Loans of Local Authorities.—The amount of the outstanding loans of Local Authorities in England and Wales at the end of March in the years 1906 to 1912 was as follows:—

1906	...	...	£479,513,081
1907	...	...	489,942,388
1908	...	...	498,092,796
1909	...	...	506,024,810
1910	...	...	536,002,529
1911	...	...	540,211,480
1912	...	...	542,400,000*

* Approximate only and subject to revision.

MISCELLANEOUS.

Among matters with which the Board have had to deal in recent years, to which reference has not already been made, may be mentioned the following:—

Motor Cars.—Under Section 8 of the Motor Car Act, 1903, the Board are empowered to prohibit or restrict the driving of motor cars or of any special kind of motor cars on any specified highway or part of a highway which does not exceed 16 feet in width, or on which ordinary motor car traffic would, in their opinion, be especially dangerous. Under Section 9 of the Act, with a view to the safety of the public, and on the application of the local authority of the area affected, the Board are empowered to prohibit the driving of motor cars at a speed exceeding 10 miles per hour on any public highway within any specified limits or place. Numerous applications have been made from time to time for regulations under these sections, and between the 1st January, 1906, and the 1st October, 1912, Regulations had been issued in 8 cases under Section 8, while in 135 cases Regulations had been issued or promised under Section 9.

In consequence of numerous representations which had been made, both in Parliament and elsewhere, respecting the danger and annoyance not infrequently caused by the driving of motor cars, the Board issued a circular in September, 1908, calling attention to the subject. The circular stated that the Board could not but feel that there was good ground for some at least of the complaints that have been made; at the same time they gladly noted a growing desire among motorists to check such abuses as disregard of the ordinary courtesies of the road and of the rights of wayfarers; and it was pointed out that the avoidance of such

abuses would do much to reduce the antipathy and resentment which motor car driving often aroused.

The Motor Car Acts also empower the Board to make Regulations as to the "use and construction" of motor cars, and in pursuance of these powers the Board, in February, 1912, issued Regulations prohibiting the use on motor cars (other than motor cycles) of a "cut-out" or other similar apparatus which permits the exhaust gases from the engine to pass into the air without first passing through a silencer.

In November, 1912, new Regulations were issued, of which the effect was to extend this prohibition to motor cycles as well as to motor cars.

The Board have under consideration the question of issuing regulations to prohibit the use of dazzling head lights on motor cars, and also to deal with what are known as "enclosed cars."

A Convention was concluded between various European Powers in October, 1909, for the purpose of facilitating the circulation in foreign countries of motor cars owned by British subjects, and in the United Kingdom of motor cars owned by foreigners. Legislation was necessary to give effect to the Convention in the United Kingdom, and the Motor Car (International Circulation) Act, 1909, was accordingly passed. An outline of the measure is printed on page 177. Under powers conferred on them by an Order in Council, the Board have delegated to the Royal Automobile Club and the Automobile Association and Motor Union their powers as regards the issue of passes in respect of motor cars from this country which are being used in foreign countries.

Public Health Acts Amendment Act, 1907.—By this Act Town Councils, Urban District Councils and Rural District Councils were empowered to obtain, without the trouble and expense of promoting Private Bills, various additional powers which are based upon certain special provisions contained in recent local Acts. The powers thus obtainable relate to streets and buildings, sanitary provisions, infectious diseases, common lodging houses, recreation grounds, police, fire brigades, sky signs and certain miscellaneous objects.

Any of the Parts of the Act, or any section in such Parts, may be applied to the district of a local authority by an Order of the Board, or, as regards the Parts relating to police, fire brigades and sky signs, by an Order of the Secretary of State. The Act does not extend to the Administrative County of London.

The following statement gives the number of applications received by the Board from Town Councils and District Councils for powers conferred by the Act and the number of Orders issued:—

	Number of applications received by Local Govern- ment Board.	Number of Orders issued.
Boroughs	206	202
Urban Districts (other than Boroughs)	464	447
Rural Districts	152	143
Total . .	<u>822</u>	<u>792</u>

Federation of Pottery Towns.—The Board suggested the scheme of federation, and after a conference convened by them at Stoke-on-Trent formal representations were made by the local authorities, and a Provisional Order was issued and ultimately confirmed by Parliament. The new borough took the place of the four former boroughs of Burslem, Hanley, Longton and Stoke-on-Trent, and the urban districts of Fenton and Tunstall, and it has an approximate population of 236,000, an area of 11,156 acres, and a rateable value of over £800,000.

Extension of Birmingham.—The City of Birmingham was extended by Provisional Order issued by the Board and confirmed by Parliament in 1911. By this extension, the City has now a population of approximately 895,000, an area of 43,718 acres, and a rateable value of over £4,250,000.

Royal Commission on Whiskey, &c.—Representations were made to the Board by trade associations, local authorities entrusted with the execution of the Sale of Food and Drugs Acts, and others, as to the necessity of obtaining some authoritative pronouncement with regard to the materials and processes which might be used in the manufacture of whiskey and other potable spirits. A Royal Commission, under the Chairmanship of Lord James of Hereford, was appointed to investigate the subject. The Commission issued an Interim Report in June, 1908, and presented their Final Report in July, 1909.

Public Accounts.—In January, 1906, the President appointed a Departmental Committee to inquire and report with regard to the systems on which the Accounts of Local Authorities in England and Wales are at present kept, and as to the system on which they should be kept. The Committee reported in 1908.

Meetings of Trade Unions, Friendly Societies, &c., in Public Buildings.—Representations having been made to the Board as to the difficulty experienced by Trade Unions, Friendly Societies and other similar bodies in finding accommodation for their meetings in existing buildings, except in public houses or other licensed premises, the Board issued a circular in March, 1908, urging local authorities to allow the use of their buildings for such meetings.

Public Health and Social Conditions.—At the instance of Mr. Burns, a Report bearing this title was issued by the Board in May, 1909. The volume deals in a handy form with a number of aspects of social history during the past half-century, such as the growth of population, mortality and public health, wages and unemployment, the Poor Law and pauperism, and the development of Local Government and Local Finance. The subjects treated are illustrated by maps and charts.

LEGISLATION AND PROVISIONAL ORDERS.

Legislation.

1906.

Alkali, &c., Works Regulation Act.—Consolidates and amends the Acts of 1881 and 1892. [Cap. 14.]

Burial Act.—Remedies a defect in the law with respect to the consents required for the use of grounds for burials. [Cap. 44.]

Removal of Offensive Matter Act.—Removes a difficulty which had arisen from a difference in the rules as to the hours for removal of offensive matter inside the County of London and in the parts of the Metropolitan Police District which are outside the County. [Cap. 45.]

1907.

Vaccination Act.—Substitutes a statutory declaration as to conscientious objection to vaccination for the certificate of justices hitherto required. [Cap. 31.]

Public Health (Regulations as to Food) Act.—Enables the Local Government Board to make regulations authorising measures to be taken for the prevention of danger to public health arising from the importation, storage and distribution of articles of food intended for sale for human consumption. [Cap. 32.]

Qualification of Women (County and Borough Councils) Act.—Provides that a woman shall no longer be disqualified by sex or marriage for being elected and acting as a County or Borough Councillor or Alderman. [Cap. 33.]

Public Health Acts Amendment Act.—Particulars of the Act are given in p. 175. [Cap. 53.]

1908.

Public Health Act.—Enables Rural District Councils for the first time to provide and regulate markets, subject to the consent of the Local Government Board. [Cap. 6.]

1909.

Motor Car (International Circulation) Act.—Gives effect to a Convention concluded between various European Powers for the purpose of facilitating the circulation in foreign countries of motor cars owned by British subjects and in the United Kingdom of motor cars owned by foreigners. The Act provides for the issue of an Order in Council, authorising the grant and authentication of travelling passes, &c., for the use of residents in the United Kingdom when temporarily taking their motor cars abroad, or to drivers when proceeding abroad, and also for modifying the provisions of the Motor Car Act, 1903, relating to the registration of motor cars and the licensing of motor car drivers in the case of motor cars brought temporarily into the United Kingdom by persons resident abroad and of drivers entering the United Kingdom for the purpose of driving any such cars.

The identification of British motor cars travelling in foreign countries and of foreign motor cars travelling in the United Kingdom will thus be secured without the observance of the ordinary formalities attending registration. [Cap. 37.]

County Councils' Mortgages Act.—Removes a limitation on the borrowing powers of County Councils imposed by s. 69 (9) of the Local Government Act, 1888. The sub-section provided that where a County Council had borrowed by means of stock, they should not borrow by way of mortgage, except for a period not exceeding five years. This restriction did not afford any additional security to borrowers, and was found in practice to lead to inconvenience, particularly in connection with loans desired by County Councils for the purpose of the Small Holdings and Allotments Act, 1908. The sub-section in question is repealed by the new Act. [Cap. 38.]

Housing, Town Planning, &c., Act.—Amends the law relating to the housing of the working classes; simplifies and cheapens the existing procedure for acquiring land for housing purposes; deals with insanitary areas and unhealthy dwellings; extends and amplifies the provisions of previous Acts requiring landlords to keep in repair houses let to persons of the working class; gives power to the Local Government Board to enforce the execution of the Acts; and makes some useful amendments with respect to financial matters, joint action by local authorities, and so on. Further, the Act is the first placed upon the Statute Book for dealing with Town Planning.

Particulars respecting the Act are given in pp. 154–161. [Cap. 44.]

1910.

Municipal Corporations Amendment Act.—Limits the right of aldermen of municipal boroughs to vote in the election of mayor and aldermen of the borough. [Cap. 19.]

Census (Great Britain) Act.—Provided for the taking of a Census for Great Britain in 1911. [Cap. 27.]

1911.

Old Age Pensions Act.—Modifies certain of the statutory conditions for the receipt of an Old Age Pension.

Particulars respecting the Act are given in pp. 151–154. [Cap. 16.]

Rag Flock Act.—Prohibits the sale and use for purposes of manufacture of flock which does not conform to a standard of cleanliness prescribed by Regulations of the Local Government Board. [Cap. 52.]

Provisional Orders.

	1906	1907	1908	1909	1910	1911	1912	Total.
Issued by the Board - - - -	49	55	47	35	53	50	59	348
Confirmed by Parliament—								
Extensions of Cities and Boroughs -	—	4	1	4	2	9	5	25
Constitution of County Boroughs -	1	1	—	—	—	—	3	5
Alteration of County Boundaries -	2	2	—	—	—	—	—	4
Compulsory Purchase of Land- -	13	8	19	9	15	6	11	81
Alteration, &c., of Local and Confirming Acts - - - - -	24	34	25	16	28	31	26	184
Constitution of Joint Boards under the Public Health Act, 1875 - -	3	2	—	3	3	2	1	14
Under the Gas and Water Works Facilities Acts, 1870 and 1873 -	3	—	—	2	—	3	3	11
Various - - - - -	2	3	—	1	2	—	—	8
Total - - - -	48	54	45	35	50	51*	49	332

* Including one Order carried over from the previous year.

The cities and boroughs of which the boundaries were extended by Provisional Orders above referred to were :—

Bath.	Chesterfield.	Norwich.
Batley.	Christchurch.	Queenborough.
Birmingham.	Dewsbury.	Reading.
Burnley.	Dunstable.	Sheffield.
Bury.	East Ham.	Southport.
Cambridge.	Halifax.	Stoke-upon-Trent.
Carlisle.	Kidderminster.	Wakefield.
Chelmsford.	Leeds.	Wallsend.

The county boroughs constituted were :—

Barnsley.	Smethwick.
Dewsbury.	Wallasey.
Merthyr Tydvil.	

POST OFFICE.

<i>Postmaster-General</i> - - -	-	{	THE RT. HON. SYDNEY BUXTON, M.P. (1905-10.)
		}	THE RT. HON. HERBERT SAMUEL, M.P. (1910.)
<i>Minister assisting the Postmaster-General</i> - - -	-	{	THE EARL OF GRANARD (1906-9.)
<i>Assistant Postmaster-General</i> -	-	{	SIR HENRY NORMAN, M.P. (1910.)
		}	CAPT. CECIL NORTON, M.P. (1910.)
<i>Secretary to the Post Office</i> -	-	{	SIR HENRY BABINGTON SMITH, K.C.B., C.S.I. (1903-9.)
		}	SIR MATTHEW NATHAN, G.C.M.G. (1909-11.)
		}	SIR ALEXANDER F. KING, K.C.B. (1911.)

ADMINISTRATION.

In the Post Office the work of Administration far exceeds in importance the work of Legislation.

The general policy, both of Mr. Sydney Buxton and of Mr. Herbert Samuel, has been to consider alike the interests of the Public whom the Post Office serves and of the employees who serve the Post Office.

During their Administrations there has been devoted to these interests jointly, with the assent of the Treasury, a total sum exceeding a million sterling a year.

PRINCIPAL DOMESTIC POSTAL IMPROVEMENTS.

INLAND POST.

Letter Post.—Sale of letter cards at face value—1*d.* each.

Postcards.—Sale of thin postcards at face value— $\frac{1}{2}$ *d.* each.

Halfpenny Packet Post.—Simplification and extension of the description of packets that are transmissible by the Halfpenny Packet Post.

Parcel Post.—(a) Reduction of rates of postage on parcels weighing more than 4 lb. (b) Discontinuance of charge for return of undelivered parcels to the senders.

Certificates of Posting.—Issue of certificates of posting for unregistered letters at a fee of $\frac{1}{2}$ *d.* each.

His Majesty's Ships.—Further transmission, without charge, of Inland parcels for His Majesty's ships, addressed in prescribed manner, which arrive at a port after ship has left.

Blind Literature Post.—Reduction of rates of postage on literature for the blind.

Postal Orders.—Reduction of poundage on Postal Orders of 2s. and 2s. 6d. from 1d. to $\frac{1}{2}$ d., and on those of 11s. to 15s. from $1\frac{1}{2}$ d. to 1d.

Savings Bank.—(a) Introduction of Home Safes for the purpose of encouraging thrift and of effecting economy in the working of the Savings Bank. (b) Introduction of a Coupon System for small accounts in order to diminish working expenses without diminishing public facilities. (c) During the year ended the 31st December, 1911, deposits exceeded withdrawals by £3,528,600 and, adding accrued interest, the total increase in the amount standing to the credit of depositors was £7,623,600, which was a greater increase than in any year since 1897.

Government Stock.—Distribution, in September, 1911, of two million copies of a pamphlet explaining facilities for investment in Government Stock through Savings Bank, followed by a substantial increase in the number of such investments.

Postage Stamps.—(a) Issue of Books of Stamps at face value of the stamps they contain (2s. each), with the result that the sale has increased from about one million to six millions. (b) Issue of rolls of postage stamps suitable for use in stamp-affixing machines.

Stamped Stationery.—Reduction in price of wrappers and envelopes bearing embossed postage stamps, and issue of such stationery in packets of more convenient size.

Delivery of Letters.—Increased frequency of delivery freely given in Rural Districts, even in remote places, with the view of assuring at least three deliveries a week. Earlier delivery and later despatch afforded by increased use of cycles by postmen.

Conveyance of Mails by Road.—Many horse-drawn vehicles have been replaced by motor-driven vehicles, with advantage to the postal service and economy to the taxpayer, and motor vans have been introduced with success for conveyance of parcel mails over considerable distances.

PRINCIPAL INLAND TELEGRAPHIC IMPROVEMENTS.

The use of the telephone by the public for dictating telegrams, and by the Post Office for delivering them to telephone subscribers, and the use of telephone addresses for telegrams, have been introduced; deposit accounts have been opened with senders of inland telegrams; the validity of reply-paid vouchers has been extended from 2 to 12 months; in certain circumstances press telegrams are accepted in advance, to be sent at night at the night rate; priority has been granted to Weather Reports or Storm Warnings telegraphed to or by the Meteorological Office. A system of "Night Telegraph Letters" has been introduced at offices open all night for telegraph business.

The Coast Communication System, for enabling Light-house keepers, Coastguards and others, to communicate with Lifeboat and Life-saving apparatus stations in cases of shipwreck, has been extended.

The system of **Underground Telegraph Lines** to protect the telegraph wires from the effects of storms has been considerably extended. The use of telegraph and telephone wires for either service as may be expedient has been developed, and the use of high-speed telegraph machines has been extended. Many new technical devices and improvements in organization have been adopted.

THE TELEPHONE SYSTEM.

In the six years ended the 31st March, 1912, the Telephone Trunk Lines were increased by 99,683 miles of wire, and £2,703,585 was expended in extending the system. Local Exchanges were opened in 685 places, nearly all of which were not served by the National Telephone Company, and in these extensions the interests of the fruit-growing business and of other rural industries were specially considered. In many country districts Telephone Call Offices were opened at the village Post Offices to give communication with the market towns. Special cheap rates for Trunk Calls between 7 p.m. and 7 a.m. were instituted, and have been much appreciated.

The accounts of the Telegraph and Telephone systems were separated so as to show the commercial position of the two services, and to enable the Telephone system to be conducted on a business footing.

The progress of the Trunk and local Telephone systems of the Post Office from the 31st March, 1910, to the 31st March, 1912, is shown in the following statement:—

	31st March, 1910.	31st March, 1912.	Increase.
Trunk System.			
Trunk Line Exchanges - - -	643	714	71
Mileage of wire in working trunk circuits	192,770	227,746	34,976
Capital Expenditure on trunk system	£5,054,572	£5,601,088	£546,516
Number of trunk conversations during year	26,566,318	33,499,495	6,933,177
Provincial System.			
Post Office Provincial Exchanges -	895	1,141	246
Mileage of working wire in Post Office Provincial Exchange system	58,259	68,220	9,961
Capital Expenditure on Provincial system	£1,453,456	£2,036,844	£583,388
Exchange Receipts (booked revenue) for year	£192,627	£244,000	£51,373
London System.			
Post Office Subscribers and Official telephones	64,200	81,381	17,181
Mileage of underground wires - -	479,899	552,973	73,074
Capital Expenditure on London Exchange system	£3,630,100	£4,440,989	£810,889
Exchange Receipts (booked revenue) for year	£471,188	£576,000	£104,812

The period has been a strenuous one in the Telephone Service on account of the preparation for and the carrying out of the transfer of the National Telephone Company's plant and assets to the State. On the 1st January, 1912, Post Office telephones were increased sixfold by the transfer; and the fusion of the two systems is well advanced. Nineteen thousand persons were transferred from the service of the National Telephone Company to that of the Post Office.

The last two years have also been rich in study and experiment in the engineering and telephone traffic branches of the Post Office. Automatic Exchanges have been opened at Epsom and in the Official Exchange at the head quarters of the department, and are working well. A further Automatic Exchange is being installed at Hereford, and others on a larger scale will be introduced at Leeds and elsewhere. The advantages of the various semi-automatic telephone systems are being investigated. The new Common Battery Exchange, recently opened to replace the National Telephone Company's Avenue Exchange, has been fitted with an improved type of switchboard not hitherto used in this country, and a very quick service is being given during the busy hours by means of the new arrangement, which makes it possible for any of nine operators in the Exchange to attend to a call, whereas under the old method any of three operators only could do so.

The new telephone cable, laid between England and France in 1910, is fitted with inductance coils at regular intervals. The effect of these coils is to reduce the distortion and attenuation of speech, and consequently to increase considerably the ranges over which conversation can be carried on. A new telephone cable, also fitted with inductance coils, was laid in 1911 between England and Belgium.

The French Administration has just completed the laying of a cable between England and France, and the rates for telephonic conversations between London and Paris will shortly be reduced by one-half, and at the same time considerable reductions will be made in the charges for communications between provincial towns in the two countries.

Telephonic communication will soon be established with Switzerland, and a direct telephone cable between England and Holland has been agreed to.

The provision of a new telephone cable fitted with inductance coils between England and Ireland has been authorised.

The success shown to attend the use of inductance coils now renders possible the provision of much longer underground telephone lines than was formerly practicable. Experiments are also being made in loading overhead lines in order to get from wires of small gauge the same efficiency as from unloaded circuits of heavy gauge.

An effort has been made to increase the use of trunk lines during periods when they are not usually busy, by offering reduced rates for the use of telephone wires at night for six hours or more, and in respect of extended calls for quarter-hour periods during the slack hours of the day. The terms for extended calls of more than half-an-hour have recently been further reduced.

The acquisition of the National Telephone Company's system affords increased opportunities for combining economically the telephone and telegraph services, and in view of this special steps are being taken to bring to the notice of telephone subscribers and of the public generally

the advantages of telephonic delivery of telegrams and of the use of the telephonic addresses of subscribers in connection with telegrams. In many cases the telephonic address can now be restricted to three words, and may conveniently be given by a subscriber on his notepaper as his address for telegrams.

The scheme for Rural Party Line Telephones for farmers and other rural residents has been revised, and is meeting with considerable success.

Local Advisory Committees have been formed in several large cities in order to bring the Post Office Administration into closer touch with local needs.

WIRELESS TELEGRAPHY.

The development of this invention and its increasing use have given rise to problems which have been closely watched by the Postmaster-General in the public interest.

In 1906 Delegates from this country attended the Conference held in Berlin, and took a leading share in framing regulations by which wireless communications between ships at sea and shore stations could be carried on with the minimum of confusion, and intercommunication between the different systems arranged. Regulations were also made for the acceptance, transmission and delivery of such messages by means of the ordinary telegraph systems of the various contracting countries.

Four experimental stations were erected in 1906. In 1908 a commercial shore station for communication with ships was erected at Bolt Head, the Post Office thus being able to keep in close touch with wireless developments in general, and with the development of Channel traffic in particular.

In September, 1909, the Postmaster-General entered into agreements with the Marconi Company and with Lloyd's, under which all the stations in the United Kingdom used for ship-to-shore messages, and controlled by these two bodies, were bought on favourable terms by the Post Office. By these agreements the State has acquired for a small sum a telegraphic system which will no doubt be increasingly valuable to the community, and which ensures that the development of "Wireless" for ship-to-shore purposes shall be conducted for the advantage of the public, and not in the interests of any private monopoly. The right to use the Marconi system for communication with the Channel Islands, the Hebrides, the Orkneys and Shetlands, and other islands was also secured.

The Post Office now has stations for ship and shore purposes at Cullercoats (Northumberland), Caister (Norfolk), North Foreland (Kent), Niton (Isle of Wight), Bolt Head (Devon), Lizard (Cornwall), Seaforth (Liverpool), Rosslare (Wexford), Crookhaven (Cork), and Malin Head (Donegal).

The expansion of the service has shown that a reorganisation of the Coast Stations is necessary, and an expenditure of £16,000 has been authorised for this purpose. An additional station is to be erected in the neighbourhood of the Island of Valentia, in the West of Ireland. New stations will be erected at St. Catherine's Point and Lands End to replace those at Niton and the Lizard respectively, while the station at Rosslare will be transferred to Fishguard.

The Coast Station and inland charge of 6½*d.* a word was reduced on the 1st July, 1911, to 3½*d.* a word with a minimum of 1*s.* 9*d.* for radio-telegrams exchanged with ships trading to the Baltic, or to ports less than 1,000 miles distant from the United Kingdom, and to 2*d.* a word with a minimum of 1*s.* 8*d.* in the case of ships engaged in the Irish and Continental Services, or trading to ports less than 200 miles distant.

Radio-telegrams can be accepted at Post Offices for transmission at the rate of 3*s.* a word by way of the Marconi Company's long range station at Poldhu, in Cornwall, when the ships for which they are intended are beyond the range of the Post Office Coast Stations.

Telegrams are also accepted at Post Offices for transmission to North America by the Marconi Company's service *via* Clifden and Glace Bay at rates less by 4*d.* a word than the rates for ordinary telegrams by cable.

Special arrangements have been made for the free transmission of radio-telegrams to warn ships of the position of derelicts dangerous to navigation.

Reports in regard to the weather conditions prevailing at a wireless Coast Station or Lloyd's Signal Stations in the United Kingdom are furnished to ships on payment of a charge of 5*s.* For a further payment of 6*d.*, in addition to the cost of the inland telegram and reply, weather reports and forecasts are obtained from the Meteorological Office. Arrangements have also been made for supplying information as to the state of the weather or a ship's position for a payment of 6*d.* in addition to the cost of the telegram and reply.

Steps are being taken to improve the wireless installations on board the Trinity House Lightships stationed at the approaches to the Thames.

The second International Conference on Wireless Telegraphy was held in London in June, 1912. The Berlin Regulations were revised, and many improvements of detail were introduced which are likely to result in the smoother and more efficient working of the service, especially as regards greater security of navigation and saving of life at sea. The revised Regulations will come into force on the 1st of July, 1913, and will apply to the service between ships at sea as well as between ship and shore stations.

COLONIAL POSTAL IMPROVEMENTS.

Imperial Penny Postage.—From October, 1907, the unit of weight that could be sent for a penny was raised from half an ounce to one ounce, so that a letter weighing one ounce now costs 1*d.* instead of 2*d.*

The Imperial Penny Postage scheme has been extended to Brunei, the Malay States, the Friendly Islands, Gilbert and Ellice Islands, British Solomon Islands, and to the British Indian Post Offices in the Persian Gulf. Australia and Rhodesia reduced their postage rates on letters for the rest of the Empire on the 1st of May, 1911, to 1*d.* per half ounce, thus completing the Imperial Penny Postage scheme, which now embraces the whole Empire with the exception of Pitcairn Island.

The Railway Letter Service has been extended to the Colonial Post.

Colonial Parcel Post.—The Postage rate on parcels sent to Canada was reduced on the 1st of January, 1910, from 8*d.* for the first lb. and 6*d.* for each subsequent lb. to 1*s.* for parcels not over 3 lbs. in weight, 2*s.* for parcels over 3 lbs. but not over 7 lbs. in weight, and 3*s.* on parcels over 7 lbs. but not over 11 lbs. in weight; and the rate on parcels sent in the opposite direction has been reduced to 6*d.* per lb. The rate on parcels for the provinces of the Transvaal and the Orange Free State has been reduced from 1*s.* to 9*d.* per lb., which thus becomes the uniform rate for the whole of the Union of South Africa.

Magazine Post.—In order to meet the special case of Canada, the postage on newspapers, magazines and trade journals for Canada was very largely reduced in 1907—from 4*d.* to 1*d.* per lb. The circulation in Canada of British literature has thereby been largely encouraged, to the benefit of the Imperial and commercial connexion. The weight of newspapers, magazines and trade journals sent to Canada by Magazine Post during the year 1911 was 4,717,000 lbs., as compared with 3,836,000 lbs. in 1910. The benefit of this Post was extended to Newfoundland in 1909.

Cash on Delivery (Colonial).—This service, enabling a customer abroad to pay the postman on delivery for goods ordered in this country, and *vice versa*, has been established between the United Kingdom, Egypt (including the Soudan), the British Agencies in Morocco and in the Levant, and many of the smaller Colonies. The service has justified the hope expressed at its establishment, that it would help to foster within the Empire a trade in small articles which can conveniently be sent by post.

Imperial Postal Orders.—Imperial Postal Orders are now cashed at the most important city Post Offices in Canada. With the exception of the Commonwealth of Australia, the system now includes practically the whole of the Empire.

Money Order System.—A system by means of which the sender of a Money Order may be advised of its delivery is now in force almost throughout the Empire.

The charges on Money Orders have been substantially reduced.

Telegraph Money Orders have been exchanged with Canada since the 1st of January, 1910, and with Newfoundland since June, 1910.

FOREIGN POSTAL IMPROVEMENTS.

Foreign Postage.—(a) On the 1st of October, 1907, substantial reductions were made in the rates of postage on letters sent from the United Kingdom to foreign countries. The initial rate, which remains at 2½*d.*, now covers a weight of one ounce, instead of only half an ounce, the second rate, instead of being 2½*d.*, is 1½*d.* only, and this charge covers an additional ounce instead of only half an ounce. For every additional ounce the charge is only 1½*d.* Thus, a 2-ounce letter that previously cost 10*d.* now costs only 4*d.* (b) In order to enable the return postage on foreign letters to be paid, or a small remittance to be sent, a "Reply Coupon" has been introduced. (c) Writing on the address side of post cards is now permissible. (d) The Railway Letter Service has been extended to the Foreign Post.

American Penny Post.—Mr. Buxton proposed and the Postmaster-General of the United States of America agreed to a special arrangement, under which the scale of the British Imperial Penny Post (viz., 1*d.* per ounce) was introduced between the two countries on October 1st, 1908.

In conjunction with the reform in Foreign Postage mentioned above, the reduction in rates is striking. A letter which up to September, 1907, cost 5*d.*, can now go to the United States for 1*d.*, and one which cost 10*d.*, now costs 2*d.* only.

The reduction in the postage has resulted in a substantial increase in the amount of correspondence sent by letter post between this country and the United States of America.

Foreign Parcel Post.—The Official Parcel Post to the United States of America has been extended to include Parcels up to 11 lbs., and the rates have been reduced to 1*s.* 3*d.* for parcels not over 3 lbs. in weight, 2*s.* 3*d.* for parcels over 3 lbs. but not over 7 lbs. in weight, 3*s.* 3*d.* for parcels over 7 lbs. but not over 11 lbs. in weight. The rates on parcels for Japan were reduced in October, 1907, to 2*s.*, 3*s.*, 4*s.* for the same three points of the scale. Reduced parcel postage rates were brought into operation in October, 1912, with all European countries, except France, as well as with many extra-European countries. Negotiations are proceeding for similar reductions with other countries, including France.

New services have been established with several States in Central and South America. A service with Russia in Asia, Japan and Northern Manchuria by the Siberian Railway is now in force.

Insured Letter and Parcel and Box System.—The Insured Box Post has been established between this country and the principal Continental countries, to enable articles of value, jewellery, &c., to be sent by Post.

The fees for the Insurance of letters, parcels and boxes have been reduced from 5*d.* to 4*d.* for the first £12 of the insured value, and from 2½*d.* to 2*d.* for every additional sum of £12 of insured value.

The maximum of the insured value has been raised in many cases to £400.

Foreign Money Orders.—The Money Order Service has been considerably extended.

The Telegraph Money Order Service has been extended to the United States of America and to Japan, as well as to most European countries.

The Advice of Payment System is universal throughout Europe, with the exception of Finland.

FOREIGN AND COLONIAL TELEGRAPH IMPROVEMENTS.

Telegraph Conference.—As a result of the Lisbon Conference, the rates for telegrams to many European Countries have been reduced by ½*d.* a word since June, 1909.

In addition the following reductions have been made in the past two years:—

	From	To
<i>Denmark</i>	3 <i>d.</i>	2½ <i>d.</i>
<i>Faroe Islands</i>	5½ <i>d.</i>	4 <i>d.</i>
<i>Iceland</i>	8½ <i>d.</i>	5½ <i>d.</i>
<i>Norway</i>	3 <i>d.</i>	2½ <i>d.</i>
<i>Sweden</i>	3 <i>d.</i>	2½ <i>d.</i>
<i>Russia in Asia</i>	1/-	4½ <i>d.</i>

Central and South America—

<i>Argentine Republic</i>	4/2	2/9
<i>Bolivia</i>	4/2	2/9
<i>Brazil</i>	3/- to 6/5	1/7 to 5/-
<i>Chili</i>	4/2	2/9
<i>Colombia</i>	5/6 & 5/9	2/9 & 3/-
<i>Costa Rica</i>	4/2	3/4
<i>Ecuador</i>	4/2	2/9
<i>Nicaragua</i>	3/11 & 4/2	3/1 & 3/4
<i>Paraguay</i>	4/2	2/9
<i>Peru</i>	4/2 & 6/2	2/9 & 4/9
<i>Salvador</i>	3/6 & 3/9	3/1 & 3/4
<i>Uruguay</i>	4/2	2/9

The rates to places in West Africa have been reduced by amounts varying between 4*d.* and 1/4 a word.

Non-urgent plain language telegrams at reduced rates were introduced with places in Canada, Newfoundland and the United States on the 15th December, 1911, by means of "Day" and "Week end" Cable Letter services. Day Cable Letters are accepted on any day, and are not delivered before the next day. Week end Cable Letters are accepted up to Saturday, and are not delivered before the following Monday. For "Day Letters" the rates are about one-third, and for "Week end Letters" about one-fourth of the ordinary rates.

In November, 1912, a service of Week end Cable Letters with South Africa, Rhodesia and British Central Africa was introduced, the rate being about one-fifth of the ordinary rate.

In January, 1913, a service of Week end Cable Letters with Australia and New Zealand was introduced at about one-fourth of the ordinary rate, and in March, 1913, a service of Week end Cable Letters with the Argentine Republic was introduced, the rate being less than one-third of the ordinary rate. In all these services delivery is not made before Tuesday.

On the 1st January, 1912, the rates for plain language telegrams to the British Oversea Dominions and the United States were reduced by 50 per cent. on the condition that the telegrams may, if necessary, be deferred for not more than 24 hours in favour of full rate traffic. This system has since been extended to a number of other places, including Argentina, Brazil, Uruguay, the treaty ports of China, and French, German and Portuguese Colonies.

On the 1st January, 1913, the rates for this class of telegrams to Canada, Newfoundland and the United States were further reduced.

A reduced rate for non-urgent Press telegrams between the United Kingdom and places in North America and Australasia was introduced on the 6th December, 1911. The charge for those to North America was reduced from 5*d.* to 2½*d.* a word, and those to Australasia from 9*d.* to 4½*d.* a word. An improvement was made in the conditions of this service in September, 1912, the rate for ordinary Press telegrams being at the same time reduced to 3½*d.* a word in the case of North America and to 2½*d.* a word in the case of Australasia. The rate of 3½*d.* a word had been adopted in the service of ordinary Press telegrams with the South African Union since the 1st of March, 1912. On the 1st of October, 1912, the rates for Press telegrams to India and Ceylon were reduced from 9*d.* to 4*d.* and from 9½*d.* to 4½*d.* respectively.

Fast speed apparatus, especially the Baudôt type, has been introduced with considerable success on the Continental circuits.

The Anglo-Norwegian Telegraph Service was acquired by the British and Norwegian Governments on the 1st of January, 1911, and a new cable was laid between the United Kingdom and Norway for the purpose of improving the service.

Arrangements are being made to secure Government control over the rates charged by Cable Companies, through their licences to land cables. The proposal is that, whenever such a course appears necessary, the rates should be fixed by the Government at whatever amount appears reasonable with reference to the Company's receipts and expenditure, and that in the event of difference the matter should be referred to arbitration.

BUILDINGS.

In connection with the provision of new buildings care is taken that, so far as is practicable, such buildings should be of a design likely to meet the wishes of the community and to be in harmony with surrounding buildings, and permission is readily granted to Town Councils and other public bodies to inspect the elevation sketches.

In dealing with buildings of historical or antiquarian interest the Postmaster-General follows the most conservative course open to him in each particular case. Chetwynd House, Stafford, for example, has been converted to the uses of the Post Office without any disturbance of the existing façade.

THE POSTMASTER-GENERAL AS EMPLOYER.

CONTRACT LABOUR.

Mail Cart Drivers.—Every representation complaining of low rates of wages or long hours of Mail Cart Drivers is carefully examined, and in London and several provincial towns considerable improvements have been obtained, either under the Fair Wage Clause, or by special negotiation.

Slack Times.—Where it can conveniently be arranged, Post Office Contract work is performed, and delivery made, at times of year when the particular trade generally is slack.

Inspection.—A Post Office Inspector has been appointed, to enable the Postmaster-General to obtain information in reference to, and to exercise control over, the labour conditions under which contracts are carried out. The resulting inspections have enabled effective communications to be made to Contractors. In a few cases the inquiries have resulted in a firm being struck off the Post Office list.

Fair Wage Clause.—In March, 1909, Mr. Buxton, on behalf of the Government, moved and carried the following as an amendment to a Resolution of the Labour Party:—"That in the opinion of the House the Fair Wages Clauses in Government Contracts should be amended so as to provide as follows:—The Contractor shall, under the penalty of a fine or otherwise, pay rates of wages and observe hours of labour not less favourable than those commonly recognised by employers and trade societies (or, in the absence of such recognised wages and hours, those which, in practice, prevail amongst good employers) in the trade in the district where the work is carried out. Where there are no such wages and hours recognised or prevailing in the district, those recognised or prevailing in the nearest district in which the general industrial circumstances are similar shall be adopted. Further, the conditions of employment generally accepted in the district in the trade concerned shall be taken into account in considering how far the terms of the Fair Wages Clause are being observed. The Contractor shall be prohibited from transferring or assigning, directly or indirectly, to any person or persons whatever, any portion of his contract without the written permission of the Department. Sub-letting, other than that which may be customary in the trade concerned, shall be prohibited. The Contractor shall be responsible for the observance of the Fair Wages Clauses by the sub-Contractor."

Fair Wages Clauses, based on this Resolution, are now inserted in all Post Office and other Government Contracts.

The Fair Wages Advisory Committee was appointed by the Treasury in March, 1909, to advise Government Departments how to carry these clauses into effect. On this advice the Post Office has strengthened its enforcement of the Fair Wages Resolution.

POST OFFICE CONTRACTS.

The Contracts for Lead-glazed Insulators now provide that the amount of soluble lead in the glaze shall not exceed 2 per cent. ; and effect has thus been given to the recommendation of the Committee on Lead in Potteries that the percentage of soluble lead should be kept as low as possible. The use of leadless glazed insulators has increased.

In 1910 the Post Office took over from the War Office the work of making contracts for the cloth, tweed, &c., required for Post Office Uniform clothing.

Since 1908 it has been the practice, whenever possible, to invite separate tenders for stores earmarked for use in Ireland—to be delivered in Dublin.

POST OFFICE STAFF.

In 1906 (a) A Parliamentary Committee was appointed to consider the question of the wages and conditions of service of the various classes of Post Office servants. Under the recommendations of this Committee, which the Postmaster-General carried out, the pay of numerous classes was increased, and the conditions of service materially improved. The increase in the wage bill of the Post Office, resulting from the "Hobhouse Revision," ultimately amounts to more than £700,000. (b) The question of the employment of boys as messengers has received very careful consideration in order that the services of as many of them as possible may be retained by the Post Office. The Standing Committee appointed to consider the problem of Boy Labour has presented two Reports, and substantial progress has been made in giving effect to their recommendations. The principle of compulsory attendance at evening classes has been introduced at many Offices. (c) The use of overtime and of auxiliary labour has been discouraged and reduced where possible. In 1911, as compared with 1910, a decrease of 1,568 in the number of unestablished and part-time persons employed was accompanied by a substantial increase in the number of full-time established staff. No separate attendance of an Auxiliary now counts as less than one hour. (d) Telegraphists' Cramp has been scheduled as an occupational disease. A Departmental Committee, including a representative of the Staff, has made an exhaustive examination of the problems presented by this disease, and action is being taken upon its report. (e) Inquiry has been made into the effect of stair climbing and cycling and into the proper weight to be carried by Postmen. (f) At the Mount Pleasant and Holloway Factories the work and the staff have been, as far as possible, placed on a uniform basis, so as to minimise ups and downs, undue engagement of men at one time, with consequent discharges and short time at another. (g) A "Suggestion Scheme" has been introduced under which awards are made to workmen for suggestions tending to the improvement of machines, tools, apparatus, methods of manufacture, prevention of accidents, &c. It has had valuable results. (h) In providing the additional staff required at Christmas, preference is given to those who are out of work. Many of these men are obtained through Labour Exchanges. Their wages have been raised in London from 20s. to 24s. a week. (i) With the approval of numerous Local Authorities, the hours of business on Sunday in England, Ireland and Wales have been generally reduced by half an hour, and are now usually 8.30 a.m. to 10 a.m. Sunday labour is thereby appreciably diminished. At Telegraph Sub-Offices the grant of half-holidays and the restriction of attendance on Bank Holidays has been extended. Since the passing of the Shops Act into law the grant of a weekly half-holiday has been extended to many more Sub-offices. One shilling has been fixed as the least amount payable to an Indoor Officer for attendance on Sunday. (j) The scheme of Meal Relief has been improved. (k) Several concessions have been made to Scale Payment Sub-postmasters. (l) A general revision of subsistence allowances has been carried out.

More recent concessions have been the reduction in hours of Female Typists in London, the restoration of a 7 hours day to Assistant Supervisors

(Class II.) employed on Postal and Telegraph work in London and the 6 largest provincial offices, and the retention of the scale of pay recommended for an 8 hours day, the conversion of a large number of unestablished Assistantships into posts for established Sorting Clerks and Telegraphists, the improvement of the pay of the Surveying establishment, a reduction in the amount of stair-climbing to be done by Postmen in London, important changes introduced on medical advice to benefit the health of Telephonists, such as the provision of rest rooms, the abolition of long and short duties, &c., and the grant of additional leave, with pay and other privileges, to officers who are members of the Territorial Force. The Workmen's Compensation Act (1906) and the Superannuation Act (1909) benefit large numbers of Post Office servants. In addition, a large number of minor reforms could be enumerated which have been for the advantage of various sections of the Staff.

Both Mr. Buxton and Mr. Samuel have keenly appreciated the capacity, energy, and devotion to the public interest of the Staff as a whole, and Mr. Samuel, to mark his sense of the loyal and faithful service so widely rendered to the State, has introduced the custom of issuing a valedictory letter, which he signs himself, to deserving officers on their retirement.

The appointment of a further Select Committee of Inquiry has been sanctioned by the House of Commons on the Motion of Mr. Samuel, and the Committee is now sitting.

Associations of Postal Servants.—The representative character of the various Associations of Postal Servants has been fully recognised; and personal relations between the Postmaster-General, the Secretariat, and the local officials, and the representatives of the Staff have been established. Associations may now make representations on the conditions of service of individuals and, within certain restrictions, on individual discipline cases.

The right of appeal by individual officers to the Postmaster-General, where they consider they have a grievance, has been emphasised.

Political Influence.—Political considerations have been excluded in the appointment of sub-postmasters and medical officers.

OLD AGE PENSIONS.

The first payments under the Old Age Pension Act of 1908 were made on the 1st of January, 1909. The duty of paying Old Age Pensions and of furnishing information and help to applicants for pensions was placed upon the Post Office. The necessary arrangements were made and the work performed throughout the country with entire success. During the year ended the 31st March, 1912, the number of Pension Orders paid was 47,991,464, representing an amount of £11,704,396. The removal on the 1st January, 1911, of disqualification for pension in respect of previous receipt of Poor Relief was responsible for a large increase.

Certain duties connected with existing functions of the Post Office are undertaken by the Post Office in connexion with the Labour Exchanges and the National Schemes of Health and Unemployment Insurance,

COMMITTEES.

Committees have been appointed to inquire into the following subjects, amongst others:—(a) Whether the Post Office should undertake Workmen's Compensation Insurance. (b) How the Telegraph and Telephone Accounts of the Post Office should best be kept separately. (c) Whether the method of dealing with Press Telegrams could be improved. (d) What steps could be taken to prevent trawlers from damaging cables. (e) Whether the Life Insurance system of the Post Office should be encouraged. (f) Whether further decentralisation is possible in Post Office Administration. (g) Whether the organization of the Post Office Factories can be made more economical and efficient. (h) Whether the fittings in use in the Post Office can be improved and standardized. (i) Whether steps can be taken to reduce the strain of their duties upon Telephonists. (j) Whether anything can be done to render cases of the disease known as Telegraphists' Cramp still rarer than they are. Committees have been appointed to deal with questions in connexion with the National Telephone Company's transfer, the Organisation of the Returned Letter Office, the Standardisation of Forms, and other administrative questions. A Standing Committee on Boy Labour in the Post Office has been set up.

These Committees have reported and in most cases effect has already been given to their recommendations.

LEGISLATION.

1906.

Wireless Telegraphy Act.—Continues the Act of 1904. [Cap. 13.]

Post Office (Literature for the Blind) Act.—Enables the Postmaster-General to make arrangements for literature used by blind persons to be sent through the post at reduced rates. [Cap. 22.]

Post Office (Money Orders) Act.—Enables small sums of money to be sent between British Protectorates and foreign countries on the one hand and the United Kingdom on the other. [Cap. 4.]

1907.

Telegraph (Money) Act.—Provides a sum of £6,000,000 for the more rapid extension of the Telephone (Trunk and Exchange) system of the country. [Cap. 6.]

1908.

Post Office Savings Bank Act.—Effects economy in the working of the Savings Bank. [Cap. 8.]

Telegraph Construction Act.—Increases the powers of the Postmaster-General to deal with wayleave obstruction, and so to provide telegraph and telephone lines for the advantage of the public. [Cap. 33.]

Post Office Savings Bank (Public Trustee) Act.—Enables the Public Trustee to open more than one account in the Savings Bank. [Cap. 52.]

Post Office Act (Consolidation).—Supersedes twenty-six Acts wholly and ten others in part. [Cap. 48.]

1909.

Telegraph (Arbitration) Act.—Provides for the arbitration on the purchase of the National Telephone Company's system. [Cap. 20.]

Assistant Postmaster-General Act.—Enables the Postmaster-General to appoint a paid Assistant Postmaster-General in either House. [Cap. 14.]

1911.

Telephone Transfer Act [Cap. 26] and **Telephone Transfer Amendment Act** [Cap. 56].—Provide for the transfer to the State of the National Telephone Company's Undertaking.

The Telegraph (Construction) Act.—Provides for the construction and maintenance by the Postmaster-General of short sections of telegraph (and telephone) lines on railways and canals. [Cap. 39.]

SCOTTISH OFFICE.

<i>Secretary for Scotland</i>	{	THE RT. HON. JOHN SINCLAIR, M.P. [<i>Lord Pentland</i> , 1909]	(1906-12.)
		THE RT. HON. T. MCKINNON WOOD, M.P.	(1912.)
<i>Lord Advocate</i>	{	THE RT. HON. THOMAS SHAW, K.C., M.P. [<i>Lord Shaw</i>]	(1906-9.)
		THE RT. HON. ALEXANDER URE, K.C., M.P.	(1909.)
<i>Solicitor-General</i>	{	THE RT. HON. ALEXANDER URE, K.C., M.P.	(1906-9.)
		ARTHUR DEWAR, Esq., K.C., M.P.	(1909-10.)
		WILLIAM HUNTER, Esq., K.C., M.P.	(1910-11)
		A. M. ANDERSON, Esq., K.C.	(1911.)
<i>Permanent Under Secretary</i>	{	SIR REGINALD MACLEOD, K.C.B.	(1902-9.)
		SIR JAMES MILLER DODDS, K.C.B.	(1909.)

ADMINISTRATION.

SECRETARY FOR SCOTLAND'S DEPARTMENT.

The Secretary for Scotland is responsible to Parliament for all branches of Scottish administration excepting services like the Post Office, Collection of Revenue, and Regulation of Mines and Factories, which are under the control of a single Minister for the whole of Great Britain or of the United Kingdom. With similar exceptions, Government legislation affecting Scotland is conducted by the Secretary for Scotland aided by the Lord Advocate.

In addition, the Secretary for Scotland has immediate control of a Department whose province includes advice in matters touching the Royal Prerogative, supervision of the administration of police forces and of prisons, lunatic asylums, institutions for inebriates, &c., the duties of a central authority in regard to burgh and county government, the distribution of grants in aid of local taxation, the administration of reformatory and industrial schools, ratification in certain cases of the decisions of Departments like the Fishery Board for Scotland, the making of Provisional Orders in the sphere of local legislation, and a variety of other subjects.

Municipal and County Government.—During the past seven years, the Secretary for Scotland has issued, under various Acts, Orders for altering county council electoral divisions, for modifying the boundaries of parishes, for meeting cases where an insufficient number of

county councillors have been elected, for varying the dates of election of town councillors in fishing burghs. He has annually appointed auditors of the accounts of county councils and town councils, and has decided whether or not surcharges ought to be made in respect of items reported on by county auditors. In a number of cases he has authorised the exercise of statutory powers to borrow money. In addition to general Orders governing the construction and use of motor cars and heavy motor cars, the Secretary for Scotland has made approximately 100 Orders regulating motor car traffic on the roads of particular burghs and counties. He has made Orders under the Wild Birds Acts for the protection of birds and their eggs. He has issued regulations and memoranda relating to the Shops Acts and has confirmed numerous Orders fixing the times of closing of shops. Orders have been made for the protection of the public from danger, as, for example, in connection with cinematograph exhibitions. Numerous Bye-laws have been confirmed under the Burgh Police Acts, the Local Government Acts, the Licensing Act, the Public Parks Act, &c., &c. As a recent instance, about 60 sets of Bye-laws for the regulation of registered "places for public refreshment" under the Burgh Police Acts, 1903 and 1911, have been confirmed up to January, 1913. On the passing of important Acts affecting Scotland, circulars have been issued to local authorities by the Scottish Office explanatory of the new legislation and of the action required to be taken by local authorities.

Prisons, Police, &c.—The Secretary for Scotland has made or approved various Orders relating to the treatment of particular classes of prisoners. Many improvements have been made in the structure and accommodation of prisons with regard to considerations of reformation, health, exercise and suitable employment for prisoners. The pay and conditions of the staff of the prisons' service have been materially improved. New premises at Polmont have been acquired and equipped with a view to the reformation of youthful offenders on the lines of the Borstal system. Rules have been made under the Probation of Offenders Act, 1907, which is designed to save, wherever possible, the necessity for imprisonment by substituting a system of supervision over the law-breakers concerned. The Secretary for Scotland has reconstituted a number of Prison Visiting Committees, and has appointed women as members of the Committees in the case of the chief prisons.

In regard to local Police forces, the Secretary for Scotland has approved numerous proposals by local authorities for increases of the numbers and pay found necessary in the interests of the protection of the public and of the efficient organisation of the forces. Instructions and advice have also been given as to the action to be taken in the event of special emergencies.

Reformatory and Industrial Schools.—The important amendments in the law made by the Children Act, 1908, have been brought into practical operation with the co-operation of the local authorities, managers of institutions and others concerned. Additional funds have been provided from the Exchequer, on the recommendation of the Secretary for Scotland, to enable Reformatory and Industrial Schools to be more efficiently conducted with a view to the immediate and future welfare of the inmates. After the passing of the Children

Act, the Secretary for Scotland made Orders adapting the local Acts which were in force in Glasgow and Aberdeen to the new conditions. The erection of new schools and of improved buildings has been sanctioned in a number of instances. Measures have been taken to ensure proper safeguards in the case of children who leave the schools to go to the Colonies.

Fisheries.—The Secretary for Scotland has confirmed numerous Bye-laws made by the Fishery Board for Scotland regulating special methods of fishing in particular areas. He issued under the Trawling in Prohibited Areas Prevention Act, 1909, regulations for bringing the Act into operation. He has made a number of Orders varying the period during which rod-fishing for salmon is to be permissible. Upon the passing of the Development Act, 1909, the Secretary for Scotland asked the Fishery Board for Scotland to consider the question of seeking aid from the Development Fund for the development of Scottish fisheries. As a result of inquiries and recommendations made by the Board, large advances (exceeding £100,000) have been made from the Fund for the improvement of Scottish fishery harbours. Under the Whale Fisheries (Scotland) Act, 1907, the Secretary for Scotland confirmed a Bye-law prescribing a close season of 5 weeks during which licence holders are prohibited from killing or landing whales. (See also pp. 201–2.)

Private Legislation.—Under the Private Legislation Procedure (Scotland) Act, 1899, and other powers, the Secretary for Scotland has made during the last seven years about a hundred Provisional Orders conferring powers (subject to confirmation by Parliament) for water, gas, and tramway undertakings and for a variety of other purposes. He has also made Reports to Parliamentary Committees in a number of cases on Private Bills relating to Scotland.

Inquiries by Royal Commissions. Departmental Committees.—The Secretary for Scotland has recommended the appointment of Royal Commissions, and has himself appointed Departmental Committees of Inquiry, on a variety of subjects, including Scottish Housing, Registration of Title, Ancient Monuments in Scotland, House-letting, Poultry Breeding, Live Stock and Agriculture in the Congested Districts, minor Legal Appointments, Fiars Prices, the law relating to Inebriates, Fisheries, and Bankruptcy Law Amendment.

MISCELLANEOUS.

Accession and Coronation of H.M. King George the Fifth.—Various arrangements relating to the Proclamation of His Majesty in Scotland, and other matters connected with his Accession and Coronation, were made by the Secretary for Scotland, who also had general charge of the arrangements in connection with the visit paid by Their Majesties to Edinburgh in July, 1911.

Census of 1911.—The Secretary for Scotland, in terms of the Census (Great Britain) Act, 1910, superintended the taking of the Census for Scotland, and approved various forms and instructions prepared by the Registrar-General for Scotland for that purpose. Various

changes have been made in the method of classification of the data obtained by the Census, with a view to rendering the results of greater interest and value.

Returns.—Information on a variety of subjects of public interest has been collected by the Scottish Office or the Crown Office in the form of Returns desired by Parliament, or for other purposes.

International Investigation.—The Secretary for Scotland has nominated one of the British representatives at each of the meetings of the International Council for the Investigation of the North Sea. One section of the Investigation is being conducted by the Fishery Board for Scotland.

National Galleries.—Following upon the passing of the National Galleries of Scotland Act, 1906, which made additional funds available for the maintenance of the Scottish National Galleries, greatly improved accommodation has been provided for the national collection of pictures and for the Royal Scottish Academy's annual exhibition and other exhibitions. Important additions have been made to the contents of the galleries, and in order to give the public wider opportunities for seeing the new pictures they are sent for exhibition for a period in each of the cities of Glasgow, Aberdeen and Dundee.

CONGESTED DISTRICTS BOARD.

Extension of Administrative Area.—The question of enlarging the area over which the benefits of the Act might be applied was brought under the notice of the Board, and on 13th April, 1911, a resolution was adopted, which, in effect, increased the number of parishes classed as congested from 65 to 151, and made the congested area coincide with the crofting area, as determined under Section 34 of the Crofters' Holdings (Scotland) Act, 1886, with the exception of all town, burghal and large village areas in that area.

Small Holdings.—Since the year 1897 the Congested Districts Board have obtained over 133,000 acres of land for new holdings and enlargements of existing holdings. As a result, the Board have provided for 640 new holdings and 1,138 enlargements of existing holdings. The total sum the Board have expended during the last fifteen years for the purchase and adaptation of land suitable for small holdings and for loans for house building amounts in all to £380,914, which has been wholly paid out of their annual income.

The farm of Vatersay having been purchased from Lady Cathcart in the year 1909, the Board arranged a scheme for the settlement of the island by dividing it into 58 holdings, grouped in four townships, the other portions of the farm being sublet for grazing. The settlers hold as tenants from the Board under the Crofters' Holdings Acts, and partial satisfaction has thus been given to the demand for land among the cottar population at this end of the Long Island.

The Board practically completed the work of settling their estate at Kilmuir, on the lines of retaining their interest as proprietors and

allowing the settlers, old and new, to hold from them as tenants under the Crofters' Holdings Acts. Existing congested townships have been relieved by enlargements, and all the available farms, except Monkstadt, which has been retained as a stud farm, have been subdivided to form new townships.

During the last year of their existence the Board entered into negotiations for the purchase of the arable farm of Seafield, situated on the isthmus connecting Tarbat Ness with the main portion of the county of Ross. These negotiations were concluded at Martinmas, 1911, and the lands purchased for the sum of £9,325, with entry at that date. The farm was then subdivided and adapted by the Board for occupation by small holders. Twenty-five tenants were settled on the lands, seven of the holdings being of a fairly large type, and the remainder being allotments to neighbouring villagers.

The tenant purchasers settled upon the Board's estates of Syre and Barra made representations to the Board that they found it impossible to continue under their agreements, and expressed a desire to abandon their position and revert to ordinary tenancy similar to that conferred by the Crofters' Acts. The Board, after mature consideration, consented to the adoption of this course, and an agreement was entered into with the settlers whereby it was decided that the various holdings should be re-valued by an arbiter appointed by or on behalf of the settlers, and that the new arrangement should take effect as from Martinmas, 1911.

Agriculture.—In connection with agriculture the Board have a small stud in Skye, from which pony stallions are sent to various districts. They also aid local committees to obtain stallions.

The Board have supplied 679 bulls and 2,378 rams since their constitution in 1897.

Works, &c.—Among the important works for which the Board have made recent grants may be mentioned the proposed pier at Gott Bay, Tiree, viz., three-fourths of the estimated cost (£13,800); boat-slips and piers in Lewis, Sutherland, Caithness and Zetland. The Board have also promised a grant of £3,375 towards the long-contemplated Eastside Road in Skye. Besides making grants for various roads in the Lochs parish of Lewis, they offered the Lewis District Committee £3,000 per annum for five years to help to complete the road system of the island. Considerable progress has been made with all these works. The Board have also helped in the establishment of telegraph offices and money order offices in various districts, and in steamer and motor services for the development of fisheries, &c.

They have obtained situations as apprentices for 180 lads, and have trained 129 girls for domestic service.

Minor operations in poultry and vegetable growing, &c., have also been carried on with fairly satisfactory results.

Passing of the Small Landholders Act.—Owing to the passing of the Small Landholders (Scotland) Act, 1911, the Board in terms of that Act ceased to exist at 1st April, 1912. Their powers, with certain modifications, became vested in the Board of Agriculture for Scotland, and the balance of their funds, amounting to £86,264, was carried to the Agriculture (Scotland) Fund, from which the considerable commitments of the Board will be met.

BOARD OF AGRICULTURE FOR SCOTLAND.

General Powers of Board.—To the Board of Agriculture for Scotland were transferred the powers of the Board of Agriculture and Fisheries exercisable in Scotland, except the control of the Ordnance Survey and the administration of the Diseases of Animals Acts. The Board also took over the “Statistical” and “Intelligence” work of the English Board in Scotland, including the preparation of the Annual Agricultural Returns, the Monthly Report on Agricultural Conditions, and weekly Market Reports.

The Board also succeeded to the general powers of the Congested Districts Board for developing the Congested Districts. When the Small Landholders Act came into force, a Minute of the Scotch Education Department transferred to the Board the administration of the grants from public funds received by the three Scottish Agricultural Colleges and the Veterinary Colleges.

The Board was charged by its constituent Statute with the duty of promoting the interests of agriculture, rural industries and forestry in Scotland. For these various purposes and for the chief new piece of work laid on the Board (*viz.*, the constitution of new small holdings) a fund called the Agriculture (Scotland) Fund was created by means of an annual Parliamentary Grant of £200,000. In addition to these resources, the Board will have the administration of grants from the Development Fund for schemes of Agricultural Development and Research in Scotland.

The Board took up its duties on April 1st, 1912, its head office being in Edinburgh.

Formation of Small Holdings.—During its first year of office the energies of the Board have been mainly absorbed in endeavouring to satisfy the initial demand for small holdings in Scotland. A fair number of applications (chiefly from the crofting counties) were awaiting the Board at the 1st April, and by the end of the year over 5,000 formal applications had been received. The Board's officers, acting under the Small Holdings Commissioner, have been occupied in investigating the qualifications of the applicants and ascertaining the extent of available land in the districts where the demand was heaviest.

By the end of the year about 2,000 applicants had been interviewed and schemes of settlement had been prepared which should provide for a good proportion of these shortly.

Under the scheme of the Act the land made available for small holdings remains the property of the owner and the new holders become his tenants, the cost of adaptation and equipment being borne by the State. In cases where there is an urgent demand for land in a district and no landlord can be induced to make land available by agreement, the Board may, if they think the public interest requires it, apply to the new Scottish Land Court for an order for the compulsory assignation of land. The Land Court at the same time fixes the fair rents of the holdings to be formed on the land thus assigned, and orders the payment by the Board of Agriculture to the landlord and to any dispossessed tenant farmer of suitable compensation for any loss suffered by them through the formation of the new holdings.

In cases where the landowner is not actually opposed to a proposal to form small holdings, but where agreement as to details has not been reached as between the Board and him, similar recourse may be had to the Land Court. The Board had not actually taken any case to the Land Court by the end of the year 1912, but they had formed one or two schemes by agreement with landowners, and had a great number of others ready to go to the Court at that date.

Besides the demand for new holdings, the Board had a number of applications for enlargements of existing holdings. The Small Landholders (Scotland) Act having also conferred a statutory tenure of varying degrees of completeness on existing small holders in Scotland, the Board were much occupied in giving advice to persons in this position. The Board were brought into contact with them during the course of compiling the register of small holdings, laid upon them by the Act.

Agriculture.—On the agricultural side of their work during the first year, the Board did not do much more than extend the existing schemes of the Congested Districts Board so far as the improvement of live stock was concerned; but they elaborated a scheme to embrace the whole country, to take effect during the second season. In this was included the light horse breeding scheme taken over from the Board of Agriculture and Fisheries shortly before the end of the year.

On the purely administrative side of their work the Board were occupied, *inter alia*, with measures against plant disease, certain forms of which were troublesome in definite districts owing to the wet summer.

Public Works in Congested Districts.—The Board were interested in three fairly important schemes for the improvement of communications, &c, in the Highlands, in the extension of the pier at Ullapool to enable herrings to be landed there, the extension of the road system in Shetland and the provision of a pier at Armadale in Skye.

Forestry.—In Forestry the Board could not go much further than a preliminary survey. An Advisory Committee was appointed by the Secretary for Scotland to assist the Board, and this Committee has been engaged in considering sites for a possible State Demonstration Forest Area.

FISHERY BOARD FOR SCOTLAND.

The Fishery Board for Scotland, in addition to its current work, has recently had placed upon it duties of considerable importance arising out of the creation of the Development Fund. On the establishment of that Fund, the Board directed its attention in the first place towards securing necessary improvements in harbour accommodation. Committees of the Board considered the question as affecting different ports, visited the localities and conferred with the various harbour authorities and with the Development Commissioners. Advances amounting in all to £138,350, whereof £60,250 represented free grants and £78,100 loans, have been sanctioned by the Treasury, and other applications are under consideration. The advances will be made through the Board, which is

also to collect repayment of the loans, and the works are to be executed under the supervision of the Board. The Board have also made application for a grant for Scientific Investigations and Salmon Researches, and other matters in this connection are occupying their attention.

In accordance with the Prevention of Trawling in Prohibited Areas Act, 1909, the Board have notified the Customs Authorities of the principal fish-landing ports as to the foreign--or pseudo-foreign--trawlers observed in the areas in question. Few attempts to land fish caught in those areas appear to have been made; so far as the Board are informed, only four catches have required to be confiscated.

Under the Whale Fisheries (Scotland) Act, 1907, Licence Fees amounting to £1,100 have been collected by the Board annually and paid into the Exchequer.

The General Inspector of Fisheries has annually paid a visit to the Continent to inquire into the conditions of the trade in Scottish cured herrings there, and his reports have been of great benefit to those engaged in the cured herring trade.

Various grants have been made from the Board's Harbour Fund towards the improvement of fishing harbours.

During 1911 eleven fishery inquiries were conducted by the Board in various parts of Scotland, and several Committees of the Board are at present engaged on the consideration of various matters of importance connected with its work and with the fishing industry.

LOCAL GOVERNMENT BOARD FOR SCOTLAND.

The Board act as Central Authority in Scotland for Poor Law, Public Health and Parochial Government. They also administer the Unemployed Workmen Act, 1905, the Old Age Pensions Act, 1908, the Housing and Town Planning Act, 1909, and approve Sanatoria and distribute the Grant under the National Insurance Act, 1911.

Unemployment.—As Central Authority for Scotland under the Unemployed Workmen Act, 1905, the Board have been called on to consider several schemes of work calculated to relieve distress from unemployment, which was exceptionally severe in the large centres of population (notably in Glasgow) during the winters of 1907–8 and 1908–9.

Since 1908–9, the work of the Board under this Act has steadily diminished owing to the revival of trade. They have abolished the Distress Committee of Inverness at the request of the Committee, and the Distress Committees of Govan, Partick and Pollokshaws have now ceased to exist in consequence of the annexation of these burghs to the City of Glasgow.

During the year 1909–10, the Board received £42,726 out of the Parliamentary Grant for the Unemployed, which they distributed among the Distress Committees requiring assistance. In 1910–11 a sum of £14,300 was so distributed, and in 1911–12 a sum of £7,000. The bulk of these grants was allocated to the Distress Committees of Glasgow and Edinburgh.

The applications for Relief Work during 1909–10 numbered 19,876. Of this number, 16,911 cases were fully investigated by the Distress

Committees, and work was provided for 8,763. During 1910–11, 8,929 applications were received and 7,353 were fully investigated, work being provided for 3,532 cases. During 1911–12, 3,503 applications were received. Of these 3,226 were fully investigated, and 1,651 cases were provided with work.

During 1909–10, a sum of £35,319 was spent in wages; in 1910–11 a sum of £13,760; and in 1911–12 a sum of £8,376.

The Farm Colonies of Murieston and Palacerigg were utilised by the Distress Committees of Edinburgh and Glasgow for the provision of work. In the former case, the Board have from time to time consented to the Distress Committee letting plots of ground that have been reclaimed by unemployed labour, and they have recently granted their consent to the Committee leasing the house and adjacent grounds to a private Committee to be used as a Farm Home for Boys. Over 200 acres of ground have been reclaimed at Palacerigg and now bear very satisfactory crops. The moss-litter industry is also carried on there and is a source of considerable profit.

In the case of the other Distress Committee, the men engaged in general labouring work provided by the Local Authorities in the shape of street improvements, stone-breaking, &c., the loss on the work falling on the Parliamentary Grant.

Old Age Pensions.—The work devolving on the Board as Central Authority under the Old Age Pensions Act continues to be heavy. During the year 1910, the Board received 1,965 appeals. In 1911, 3,312 appeals were received and in 1912, 2,148 were received. The large number received during 1911 was due to the partial removal of the poor relief disqualification. The Board have disposed of 1,984 of the appeals received this year, *i.e.*, 92 per cent. of the whole. On an average, 40 appeals are received weekly.

The Amending Act of 1911 came into force on the 18th August, 1911, and effected certain alterations in the law relating to Old Age Pensions. New Regulations were issued by the Lords Commissioners of His Majesty's Treasury in conjunction, among other Departments, with the Board. Circulars for the information and guidance of Pension Committees and others engaged in the administration of the Acts have been issued by the Board from time to time.

Children Act, 1908.—The Board have continued to impress on Parish Councils the advisability of exercising their powers under the Children Act, 1908, and, following the receipt of a Special Return of work performed, a Circular was despatched to Inspectors of Poor, making various suggestions with a view to placing the administration of the Act on a more satisfactory basis.

Housing and Town Planning.—By the passing of the Housing, Town Planning, &c., Act, 1909, the Local Government Board became for the first time the central authority for the administration of the Housing Acts in Scotland. The Act came into force on 3rd December, 1909.

The first step taken by the Board was to issue, on 24th June, 1910, a Circular explaining to all local authorities the important additional

powers and duties imposed upon them by the new Act. At the same time the Board prepared and issued with the above Circular, an Edition of the Housing Acts that formed practically a consolidation of the law relating to housing and town planning as applicable to Scotland.

The Act of 1909 empowers the Board to make various Regulations and Orders prescribing the manner in which the different provisions of the Housing Acts are to be administered by local authorities. The Board have issued Regulations and Orders prescribing forms of notices and the procedure to be adopted.

On 4th July, 1912, the Board called for Returns from all local authorities showing the action taken by them under the Housing Acts since the passing of the Act of 1909. From the information contained in these Returns and from their own records, the Board have prepared and propose to issue a Memorandum dealing with the operation of the Housing Acts in Scotland during the past three years.

A Memorandum was also issued by the Board to all local authorities on 5th November, 1912, with respect to the provision and arrangement of houses for the working classes. The object of the Memorandum was to stimulate and direct the operations of local authorities in this matter.

During 1909 and 1910, the Board called for reports by various County Medical Officers as to the housing conditions of miners in the respective districts. These reports have now been received and should prove of value to the recently appointed Royal Commission on Housing in Scotland.

The question of the housing of workmen occupied at Rosyth has engaged the attention of the Board, and in July, 1911, they issued a report on the subject by Dr. Dewar, Medical Inspector, and Mr. Wilson, Architectural Inspector. A further report on this question, dated 30th November, 1912, has been prepared by Mr. Wilson, Architectural Inspector, and is now before the Board.

The future development of Rosyth, under Town Planning principles, is at present receiving the careful consideration of the Local Government Board, the Lords Commissioners of the Admiralty, and the Local Authority of Dunfermline Burgh, within whose recently extended district the Admiralty's estate is situated. The problem of the housing of the Admiralty's employees is also receiving the attention of the neighbouring local authorities of the Dunfermline District and the Burgh of Inverkeithing.

National Insurance Act.—In connection with the provisions of the National Insurance Act, the Board have approved numerous Sanatoria and Hospitals for the treatment of tuberculosis, a visit of inspection having been made in each case by an officer of the Board. They have also, after due inquiry, approved in many cases the manner of domiciliary treatment of insured persons suffering from tuberculosis.

They have further urged and are urging County Councils and Local Authorities to provide the additional accommodation necessary for the treatment of cases of tuberculosis, and to extend the scope of their operations against this disease.

The Board have also made an Order providing for the compulsory notification, as from 1st August, 1912, of cases of pulmonary tuberculosis.

House Letting and Rating Act.—A Circular to officials of parishes affected by the House Letting and Rating (Scotland) Act, 1911, has been issued, affording guidance on questions of the levying and collecting of rates under the Act.

Miscellaneous.—The Board have prepared the annual volume of Local Taxation Statistics, and have furnished the Board of Trade with monthly statistics of pauperism.

Statistics have also been obtained and compiled relative to Pauperism, Poor Law Expenditure, Infectious Disease, and Samples under the Food and Drugs Acts in Scotland.

Revised model forms for the removal of paupers to England and Ireland have been issued to all Inspectors of the Poor.

Special information as to Medical Attendance and Medicine to the Sick Poor was furnished to the Committee appointed by the Treasury to inquire into the medical service in the Highlands and Islands.

The Boarding-out of Pauper Children by Parish Councils has been given an increasing amount of attention by the Board and its officials.

Information has been collected for the Development Commissioners as to the local authorities possessing land that would be suitable for afforestation purposes.

Inquiry was made by the Board's Medical Inspector, Dr. Dittmar, into the incidence of Enteric Fever in the larger towns of Scotland. The Report thereon was printed and published.

In view of the outbreak of Foot and Mouth Disease, local authorities and their officers were warned by Circular to exercise strict vigilance in the supervision of slaughter-houses and places where meat is deposited.

SCOTCH EDUCATION DEPARTMENT.

<i>Vice-President of the Committee of Council on Education</i> -	{	THE RT. HON. J. SINCLAIR, M.P.	
		[Lord Pentland]	(1906-12.)
	{	THE RT. HON. T. MCKINNON WOOD, M.P.	(1912.)
<i>Secretary, Scotch Education Department</i> -	}	SIR JOHN STRUTHERS, K.C.B.	(1906.)

The foundations of the present educational system in Scotland were laid by the Education (Scotland) Act, 1872. Subsequent Acts dealing with special branches of education have been placed on the Statute Book, but in course of time it became necessary to provide the machinery for a far more comprehensive system.

This was provided by the Education (Scotland) Act, 1908. This Act made possible a great advance in the development of Secondary Education by increasing the functions of the Secondary Education Committees. Each of these Committees was made responsible for the general administration and furtherance of Secondary Education in its district.

A provision was inserted providing for the amalgamation of School

Board areas in certain circumstances. Twenty Orders of Amalgamation have been issued, and another is at present under consideration. These twenty Orders involve forty-two School Board districts which have now been reduced to twenty in number.

The system of finance was altered by the establishment of the Education (Scotland) Fund. All Local Taxation moneys previously earmarked for any form of education were put into one fund, which was augmented by a contribution from the Treasury and used for the furtherance of Secondary and other forms of Education in accordance with the needs of the several districts.

A statement is issued annually giving an estimate of the first charges on this fund, together with the allocation of the balance among the various Secondary Education Committees in accordance with a scheme approved by Parliament.

Elementary Education.—The Education (Scotland) Act, 1908, conferred additional powers on School Boards for the following purposes:—

- (a) Fixing dates for entering and leaving school.
- (b) Bringing children in outlying districts to a central school.
- (c) Provision of school books.
- (d) Issue of certificates showing progress, &c., when a child goes to another school.
- (e) Medical examination.
- (f) Provision of apparatus for cooking meals for children.
- (g) Provision for physically and mentally defective children and care of neglected children.
- (h) Establishing agencies for aiding parents in the choice of their children's employment.

The Act also simplified the procedure for enforcing attendance.

Secondary Education.—Under the Regulations for Secondary Schools which were first issued in 1907, grants (greatly augmented) are paid on the curriculum of the school as a whole, and not, as formerly, on the work in Science and Art only.

The Act of 1908 empowered Secondary Education Committees to establish District Bursaries, by which deserving pupils in outlying districts could be given the benefits of Secondary Education in a well-equipped central school. It also provided that the support of the centre schools to which pupils were transferred should be a first charge on the District Funds, and thus ensured a more equitable distribution of the burden which the maintenance of such centres entails.

Technical Education.—The Act of 1908 gave a great impetus to the organisation of technical instruction, not only by making it the duty of School Boards to provide suitable continuation classes for young persons and conferring upon them the power of enforcing attendance at such classes, but also by making the adequate maintenance of central technical institutions—in so far as that was not met by Treasury contributions—a first charge on the Education (Scotland) Fund, and by making these institutions the centres of organisation of continuation class work in the surrounding districts, the work of the classes being conducted on lines which lead up to the Technical Colleges in the case of the more advanced students.

Circulars have been issued drawing the attention of School Boards to their increased powers in relation to the suitable education of young people beyond school age in its various aspects—practical, social and moral.

Recommendations have also been made for co-ordinating the work of Employment Agencies under School Boards with that of the Labour Exchanges.

Agricultural Education.—Since 1908 the sum available for this purpose has been substantially increased, and the work of the Agricultural Colleges has considerably developed, both in the direction of guiding the work in schools and of advising the agricultural community in their practical operations. In 1912, the duties of the Scotch Education Department as regards Agricultural and Veterinary Colleges were transferred to the Board of Agriculture for Scotland.

Since 1908 the Code has provided for the payment of grants for practical instruction in Agriculture, Horticulture and Dairying. The formation of School Gardens has been encouraged.

Training of Teachers.—The only Training Colleges in former times were those conducted by the various Churches, but they could not find places for all who were qualified for admission. In 1905, Committees were established for the training of Teachers. The whole country was divided into four areas, each under one of these Provincial Committees. In 1907, the Training Colleges of the Church of Scotland and the United Free Church were transferred to the Provincial Committees, which have since taken steps, with the assistance of liberal grants from the Parliamentary Vote, to provide more accommodation.

Meanwhile the system of Training was reorganised by the issue of the Regulations for the Preliminary Education, Training and Certification of Teachers in 1906.

The principal changes effected by these Regulations are as follows:—

(a) The partial disappearance of the system of employment of half-time pupil teachers.

(b) The provision of an adequate supply of certificated teachers, every one of whom will have undergone a course of professional training.

(c) The provision of a sufficiency of properly qualified teachers of higher and special subjects for Intermediate and Secondary Schools.

Superannuation of Teachers.—In former days a Parochial Teacher was appointed by the heritors of each parish. He held his appointment “ad vitam aut culpam,” and was entitled to a pension. Under the provisions of the Education (Scotland) Act, 1872, this liability was transferred to the School Boards, who had power to grant Retiring Allowances to any Teacher. A few pensions were also made available under the Code for those in service prior to 6th July, 1872.

The Elementary School Teachers Superannuation Act, 1898, made provision for granting allowances to Certificated Teachers, but took away the power of School Boards to grant allowances to these Teachers. This power was restored by the Education (Scotland) Act, 1908, and a grant in aid of such allowances was made.

The Superannuation Scheme for Teachers came into operation on 1st April, 1912. Under its provisions, Teachers and School Managers pay a percentage of the Teachers' salaries to the Superannuation Fund, a further payment being made to that fund from the Education (Scotland) Fund, and a grant in aid of this expenditure is made from the Parliamentary Vote. On retirement the Teacher receives a retiring allowance, which varies directly as the length of his service and the amount of his salary. It is also provided that under certain circumstances the Teacher may withdraw his contributions from the fund.

Miscellaneous.—The organisation of the work of Medical Inspection has been carried out in accordance with the principles laid down in a Memorandum issued shortly after the passing of the Act of 1908, and a Report on the work already accomplished has just been published.

In 1912 a grant of £7,500 was provided in aid of Medical Treatment.

In response to requests from Teachers and Managers for guidance in the preparation of suitable courses of instruction, a series of Memoranda have been issued containing suggestions for the teaching of English, Arithmetic, Languages, Drawing, History, Nature Study and Science, Music and Geography.

Regulations have been issued with a view to the more effective audit of the accounts of School Boards and Managers of Voluntary Schools.

A series of evening lecture demonstrations has been given in the Royal Scottish Museum, Edinburgh.

In 1908 and again in 1910 several important branches of the Department's work, and the officers charged therewith, were transferred to Edinburgh, where there is now a large branch office under the charge of the First Assistant-Secretary, Dr. George Macdonald. The Department's Accountant in Scotland, the Architectural Adviser, two of His Majesty's Chief Inspectors of Schools, and the Medical Officer and Chief Inspector of Physical Training are also provided with accommodation in the Edinburgh Office.

LEGISLATION.

1906.

Fatal Accidents and Sudden Deaths Inquiry (Scotland) Act.—Remedies defects in the law relating to inquests in Scotland. [Cap. 35.]

Statute Law Revision (Scotland) Act.—Revises the pre-Union Law of Scotland, repeals unnecessary enactments which are obsolete, and puts the law into one volume instead of ten. [Cap. 38.]

National Galleries of Scotland Act.—Creates a body of seven Trustees for the Scottish National Galleries, gives increased accommodation to the National Art Collections, provides for the

buildings being taken over by the Office of Works, empowers the Secretary for Scotland to employ certain funds in aid of Science—as represented by the Royal Society of Edinburgh, and of Art—as represented partly by the proposed Edinburgh Municipal School of Art. [Cap. 50.]

1907.

Sheriff Courts (Scotland) Act.—Amends and codifies the procedure in civil cases heard in the Sheriff Courts of Scotland. [Cap. 51.]

Qualification of Women (County and Town Councils) (Scotland) Act.—Enables women to sit on County and Town Councils and to act as Provosts of Burghs and Chairmen of County Councils. [Cap. 48.]

Whale Fisheries (Scotland) Act.—Regulates the whale killing industry established in the Shetland Isles and the Hebrides, and seeks to prevent any damage therefrom to the herring fishery industry. [Cap. 41.]

Vaccination (Scotland) Act.—Enables “conscientious objectors,” by making a statutory declaration, to escape from the penalties imposed on persons contravening the Vaccination (Scotland) Act. [Cap. 49.]

Public Health (Scotland) Amendment Act.—Relaxes certain of the sections of the Public Health (Scotland) Act, 1897, relating to the prevention of infectious diseases, so as to encourage local authorities to deal with phthisis as an infectious disease under the Public Health Act. [Cap. 30.]

Sea Fisheries (Scotland) Application of Penalties Act.—Diverts from the Exchequer to the funds of the Scottish Fishery Board penalties inflicted for illegal trawling and other breaches of the Scottish Fishery Statutes. [Cap. 42.]

1908.

Education (Scotland) Act.—Confers various new powers upon School Boards, *e.g.*, provision of apparatus for supply of meals, dissemination of information as to employment, provision of school books, &c., special provision for defective children and children in isolated districts.

The Bill also provides for medical inspection of children and care of neglected children, including supply of food and clothing, by School Boards; it also deals with regular attendance, provides for attendance at continuation classes, deals with the tenure of office of and superannuation scheme for teachers, pools all the Local Taxation Funds in aid of Education, and provides for their application by the Department and District Committees, regulates the audit of School Board Accounts, alters the franchise for School Board Elections, and deals with the transfer of Endowed Schools to School Boards. [Cap. 63.]

Summary Jurisdiction (Scotland) Act.—Regulates and amends the law relating to Summary Jurisdiction and Criminal Procedure in Scotland. [Cap. 65.]

Local Government (Scotland) Act.—Amends the Local Government (Scotland) Act, 1889, which established County Councils, by conferring on them various new powers, especially in their capacity as Road Authorities, and gives them a new procedure for acquiring land for the purposes of the Local Government Acts. [Cap. 62.]

Crofters' Common Grazings Regulation Act.—Enables the Crofters Commission, on their own initiative, to appoint Committees to regulate common grazings in crofting parishes, and to appoint a person to advise such Committees. [Cap. 50.]

Agricultural Holdings (Scotland) Act.—Consolidates the former statutes relating to Agricultural Holdings in Scotland. [Cap. 64.]

1909.

Trawling in Prohibited Areas Prevention Act.—Trawling is prohibited in the Moray Firth and other firths and arms of the sea round the coast of Scotland. A number of British trawlers had been registered in foreign ports apparently in the hope that it would be impossible to enforce the prohibition of trawling against "foreign" vessels fishing in these areas. In 1906, the High Court of Justiciary in Edinburgh held that the bye-law closing the Moray Firth to trawling applied to all persons, British subjects and aliens; but the Executive Government found it hard to enforce this judgment. Under a Scottish statute, it has been found possible to prevent the landing at Scottish ports of fish caught by the trawl in closed areas such as the Moray Firth.

The Act of 1909 was accordingly passed to prevent the sale and landing at British ports of fish caught by the trawl in closed areas round the Scottish coast. During the progress of the Bill, similar areas round the Irish coast were added to the Scottish areas. So far as Scotland is concerned, the procedure is as follows:—The Fishery Board reports to the Board of Customs any case of a foreign vessel detected trawling in any of the scheduled areas, and thereafter the Board of Customs instructs their officers not to allow that vessel to land any fish at a British port for a definite period. This procedure is alternative to any procedure competent under previous Acts against vessels illegally trawling round the Scottish coasts. [Cap. 8.]

Prisons (Scotland) Act.—Enables women to sit on Visiting Committees of Prisons. [Cap. 27.]

Summary Jurisdiction (Scotland) Act, 1908, Amendment Act.—Amends an oversight in the Summary Jurisdiction Act, 1907. [Cap. 28.]

1910.

Agricultural Holdings (Scotland) Amendment Act.

—Section 11 of the Agricultural Holdings (Scotland) Act, 1908, had been construed by the Courts as requiring every way-going valuation between an outgoing tenant and his proprietor or the incoming tenant to be determined by a single arbiter. The Act of 1910 does away with this requirement, leaving the valuation to be conducted according to the method agreed upon by the parties. [Cap. 30.]

Jury Trials Amendment Scotland Act.

—Affords Lords Ordinary greater freedom in fixing diets for trial by Jury in civil causes in the Court of Session, thus saving delay and inconvenience. Also enables the Court, when unanimously of opinion that a verdict in a civil cause is contrary to evidence, to enter judgment for the party unsuccessful at the trial, without the necessity of a new trial. [Cap. 31.]

Registration of Births, Deaths and Marriages (Scotland) Amendment Act.

—Enables extracts of entries in the Register Books to be authenticated, for purposes of admission as evidence, by the affixing of a seal instead of by the signature of the Registrar-General or his Secretary. [Cap. 32.]

1911.

Small Landholders (Scotland) Act.—The main provisions are as follows:—

1. The Crofters Acts (with amendments) are applied to landholders (as defined in the Act) throughout Scotland.

2. Tenants of “small holdings” (*i.e.*, holdings of less than 50 acres extent or less than £50 annual value) are classified as “landholders” or “statutory small tenants,” according as the tenant has or has not provided the greater part of the buildings, &c., and the incidence of each system of tenure are laid down.

3. A Scottish Land Court is established with functions corresponding (with certain modifications) to those of the Crofters Commission, which it supersedes, and with increased powers.

4. A Board of Agriculture for Scotland is established to promote the interests of agriculture, forestry, and other rural industries in Scotland. The powers of the Congested Districts Board and of the Board of Agriculture and Fisheries are, with certain exceptions, transferred to it. The Board has power to assist the constitution of new and the enlargement of existing landholders' holdings. The Agriculture (Scotland) Fund, amounting to £200,000 annually, is to be applied by the Board in the exercise of its various powers. [Cap. 49.]

Burgh Police (Scotland) Amendment Act.

—Amends the Burgh Police (Scotland) Act, 1903, so as to provide for the regulation (by means of registration and bye-laws) of “places for public refreshment” which are used beyond certain hours or on Sunday. [Cap. 51.]

House Letting and Rating (Scotland) Act.

—With the object of facilitating short-lets of “small dwelling-houses,” fixes a time limit beyond which missives are not to be binding, prescribes lawful dates for the termination of lets and enables a let to be

terminated, subject to notice, on the day upon which rent falls due. Makes provision with regard to the rating of "small dwelling-houses" to meet the altered conditions due to short lets. Exempts certain property of the occupier and his family from the right of hypothec. [Cap. 53.]

1912-13.

The Sheriff Courts (Scotland) Act.—Makes certain changes in the procedure prescribed for Sheriff Courts by the Sheriff Courts (Scotland) Act, 1907, which changes experience has shown to be desirable. [Cap. 28.]

The Clerks of Session (Scotland) Regulation Act.—Reduces the number of Principal Clerks in the Court of Session from two to one, and vests that one with the powers and duties of supervision, &c., over the clerical staff conferred on the two Principal Clerks by the Clerks of Session (Scotland) Regulation Act, 1889, thus abolishing the dual control over the staff. [Cap. 23.]

NOTE.—The foregoing are additional to Acts which apply to Scotland as well as to other parts of the United Kingdom.

BILL PASSED IN THE HOUSE OF COMMONS, 1912-13.

Temperance (Scotland) Bill.—Read a second time by the House of Commons on 1st April, 1912, by a majority of 53, and a third time on 9th October by a majority of 157. The House of Lords passed the Bill with amendments which they insisted on, but which the Government considered equivalent to the rejection of the Bill.

The purpose of this Bill, as set forth in the title, is to promote Temperance in Scotland by conferring on the electors in prescribed areas, control over the grant and renewal of certificates; by securing a later hour of opening for Licensed premises; by amending the law relating to Clubs and by other provisions incidental thereto.

The Local Option provisions of the Bill are contained in Clauses 1 to 6 (which are only to come into operation on the expiration of five years from the 1st June, 1912), and provide that a poll of electors in any area (as defined in the Bill) shall be taken on a requisition in the form prescribed, signed by not less than one-tenth of the electors in such area. The questions to be submitted to the electors are the adoption in and for such area of either (a) a no-change resolution, or (b) a limiting resolution, or (c) a no-license resolution. To carry (a), a majority only of the votes recorded is necessary. In the case of (b), it is provided that not only shall a majority of the votes recorded be in favour of the resolution, but that not less than 30 per cent. of the electors for such area on the register shall have voted in favour thereof. In the case of (c), three-fifths at least in number of the votes recorded must be recorded in favour of the resolution, and not less than 30 per cent. of the electors for the area on the register must also have voted in favour of it. Where a limiting resolution has been carried, the number of existing licenses is to be reduced by one-fourth by the licensing Court, in conformity with a

scheme of reduction to be adjusted as provided in the Bill. For the period during which a no-license resolution remains in force in any area no certificate can be granted; subject to this exception, viz.:—that in special circumstances, certificates may be granted in such an area for inns and hotels and restaurants (as specially defined in the Bill), but only upon condition that there is to be no drinking bar on the premises, and that only persons residing in the inn and hotel or taking a meal in the inn and hotel or restaurant shall be supplied with liquor. Provision is made for further polls being taken at intervals of three years, and for setting up the necessary machinery in connection with the taking of the polls, &c.

Clause 7 of the Bill provides for the later opening of licensed premises by substituting the hour of 10 o'clock in the morning for that of 8 o'clock, in all certificates to be granted after the Bill becomes law.

Clause 8 of the Bill amends the existing law relating to Clubs by adding to the requirements for registration, and provides that objection may be taken to the grant or renewal of certificates of Registration on a number of grounds additional to those specified in Section 81 of the Licensing (Scotland) Act of 1903.

Other provisions of the Bill deal with the restrictions on the sale of exciseable liquors in theatres, the closing of certificated premises in case of riot, the termination of existing leases where (either a license is not renewed owing to the carrying of a limiting or of a no-license resolution), and the definition of the "areas," &c., referred to in the Bill. The forms of requisition for a poll and of the ballot paper are set forth in two schedules.

The Lords, by their amendments, added 403 lines to the Bill (which contained only 468 lines when it came up to them) and altered it very materially in many particulars. Their chief amendments were as follows, viz.:—the extension of the time limit from 5 to 10 years, the insertion of a disinterested management resolution as an additional option, the deletion of the provision enabling the votes recorded for a no-license resolution, when such resolution was not carried, to be added to the votes recorded in favour of a limiting resolution, the addition of the requirements that the requisition for a poll should be signed only in certain specified places, and the insertion in the Bill of a compulsory insurance scheme.

Lord Beauchamp, speaking on behalf of the Government, when the Commons' reasons for disagreeing to certain of the Lords' amendments were considered in the House of Lords on February 17th, stated that, taken together, all the amendments inserted by their Lordships were "in the opinion of His Majesty's Government equivalent to a rejection of the principle of the Bill." The Lords thereupon proceeded to restore certain of their principal amendments to which the Commons had disagreed. On the Lords' reasons for insisting on certain of their amendments being sent down to the House of Commons, no further steps were taken by the Government, having regard to the action of the Upper House, and accordingly the Bill now falls to be dealt with under the provisions of the Parliament Act.

TRADE, BOARD OF

<i>President</i> -	{	THE RT. HON. D. LLOYD GEORGE, M.P.	(1905-8.)
		THE RT. HON. WINSTON S. CHURCHILL, M.P.	(1908-10.)
		THE RT. HON. SYDNEY C. BUXTON, M.P.	(1910.)
<i>Parliamentary Secretary</i>	{	THE RT. HON. SIR HUDSON E. KEARLEY, Bart., M.P.	
		[<i>Lord Deronport.</i>]	(1905-9.)
		HAROLD J. TENNANT, ESQ., M.P.	(1909-11.)
<i>Permanent Secretary</i>	{	J. M. ROBERTSON, ESQ., M.P.	(1911.)
		THE RT. HON. SIR FRANCIS HOPWOOD, G.C.M.G., K.C.B.	(1901-7.)
		SIR HUBERT LLEWELLYN SMITH, K.C.B.	(1907.)

ADMINISTRATION.

MERCHANT SHIPPING.

Safety Regulations.—The tendency of recent years has been towards a steady advance in foreign countries, as well as in the United Kingdom, in the standard of the regulations for securing safety of life at sea. The Merchant Shipping Act of 1906 applied the principal British safety regulations to foreign vessels when within ports of the United Kingdom, but provision was made whereby foreign ships could be exempted from all inspection in this country if they were shown to have complied with regulations in their own country which were substantially equivalent to those in force here. Negotiations accordingly took place with the principal maritime countries with a view to making arrangements for the recognition of their regulations, with the result that in many cases the standard of the existing regulations was raised, and a considerable advance made in the direction of international uniformity. The rules as to the survey of passenger vessels in force in Belgium, Denmark, France, Germany, Japan, the Netherlands, Norway, Spain and the United States surveys have already been recognised as equivalent to the British regulations, and negotiations are in train with other countries, notably Austria-Hungary, Russia and Sweden.

On the important question of load-line, agreements have been entered into with France, Germany, the Netherlands and Sweden, while negotiations in the matter are proceeding with Denmark, Russia and Spain. It is also understood that the question of load-line is under consideration in Austria-Hungary, and some other countries. Arrangements are being made for an International Conference on this subject.

The ultimate object is to secure international uniformity in all regulations for safety of life at sea. It will take some time to attain this object, but very substantial steps have been made towards it in the last few

years, and it is hoped that an important advance will be made in the near future.

Concurrently with these negotiations for international uniformity, a gradual advance has been made in the standards enforced in this country. The Board of Trade instructions are continually being raised to meet altered conditions—*e.g.*, the issue of amended regulations on the subject of the testing of steel material, as a result of the report of the Engineering Standards Committee, and the issue of regulations for the survey of motor boats.

New Rules governing the Life-Saving Appliances to be carried on ships have been issued this year, and came into operation in March. Under these Rules, all ocean-going ships carrying passengers must provide accommodation in boats for all on board, and increased life-saving appliances are required in home trade vessels. Steps are being taken with a view to securing international agreement on the subject of life-saving appliances.

In order that the Department may be able to perform adequately the duties involved in the increasing standard demanded, 28 additional Surveyors have recently been added to the Marine Survey Staff, bringing the number of Surveyors up to 178.

The Merchant Shipping Advisory Committee, Royal Commissions and Departmental Committees.—In preparing the new regulations which have been issued in recent years, the Board of Trade have availed themselves of the advice of various expert Committees. Under Section 79 of the Merchant Shipping Act, 1906, provision was made for the appointment of Committees consisting of representatives of the interests affected, or of persons having special knowledge, to advise the Board of Trade on any rules or regulations which it is proposed to issue under the Merchant Shipping Acts. The first Committee was appointed in March, 1907, for a period of two years, and it has subsequently been re-appointed for two further periods of two years. During that time, the Merchant Shipping Advisory Committee has dealt with many questions of great importance.

In addition to this Statutory Committee, Royal Commissions and Departmental Committees have been appointed from time to time to advise the Board of Trade on particular matters. In 1906, a Royal Commission was appointed to inquire into the operation of shipping “rings” or conferences, with special reference to the system of deferred rebates. Another Royal Commission has investigated the existing system of management of the lights, buoys and beacons on the coasts of the United Kingdom; and a Committee has sat, under the Chairmanship of the Parliamentary Secretary to the Board of Trade, to consider the question of the supply and training of British boy seamen for the Mercantile Marine.

A Departmental Committee was appointed in June, 1910, to consider the question of the sight tests used in the Board of Trade examinations for certificates of competency in the different ratings. Another Committee was appointed to consider the action to be taken to bring into operation the provisions of the National Insurance Act, 1911, which relate to the Mercantile Marine, and a further Committee, including representatives of shipowners, officers and seamen, was

appointed to draw up a scheme and rules for the Seamen's National Insurance Society under Section 48 of the Act. This Society has now been formed.

In July, 1912, a Departmental Committee was appointed to inquire into the arrangements for reporting and removing derelicts and sunken obstructions which are a danger to navigation. The Report of this Committee is at present under consideration.

Three Departmental Committees are at present (April, 1913) sitting. One, appointed in May last, is investigating the subdivision of ships into watertight compartments in order to secure, so far as possible, that ships may be rendered unsinkable. The Boats and Davits Committee is investigating the problem of stowing, launching and propelling ships' boats in relation to the new Life-Saving Appliances Rules. This Committee presented an Interim Report in December, 1912, and their final report is expected shortly.

Finally, arrangements are being made for an International Conference on load-line, and in preparation for this Conference a Committee has been appointed to consider the important question of the assignment of freeboard, with special reference to the attitude to be adopted at the Conference by the British delegates.

Ice-Observation in the Atlantic.—An arrangement has been made for co-operation between the Board of Trade and the principal Atlantic steamship lines, in carrying out during the present year the recommendations of the Merchant Shipping Advisory Committee in their report on life-saving at sea, with respect to stationing an ice-observation vessel to the north of the steamship routes across the North Atlantic.

In accordance with the advice of a special Conference summoned by the Board of Trade to consider the best means of giving effect to this recommendation, the "Scotia," a whaler formerly employed on the Scottish Antarctic Expedition, has been chartered to carry out this work, and is now stationed off the East Coast of North America to the north of the steamship routes to watch the break up of the ice, and to report its movement on the way to the routes.

The vessel has been fitted with a Marconi wireless installation having a long range, so that she will be able to keep in touch with the wireless stations in Newfoundland and Labrador. The cost of the expedition will be shared between His Majesty's Government and the principal Atlantic steamship lines.

In addition to making the necessary observations in connection with the movement of the ice, the three scientific observers on the vessel will, it is expected, be able to make oceanographical and meteorological observations as to currents, &c., which will be of general scientific interest, as well as of direct value to the work in hand.

The Language Test.—Since the 1st January, 1908, every seaman (except British subjects, lascars and inhabitants of British protectorates) applying for engagement on a British ship at a port in the United Kingdom, or on the Continent within home trade limits, has been required to show that he possesses a sufficient knowledge of English before being allowed to sign articles.

Statutory Food Scale.—Section 25 of the Merchant Shipping Act, 1906, which requires that on every British ship (except small coasting vessels) provisions shall be supplied to the crew (unless they furnish their own provisions) in accordance with the scale contained in a Schedule to the Act, came into force on the 1st June, 1907. There has been no difficulty in the administration of this Section.

Inspection of Ships' Provisions.—By Section 26 of the Merchant Shipping Act of 1906, the existing powers of the Board's inspectors were extended, so as to give them power to inspect any provisions or water intended for the use of the crew of any British ship upon which the Act requires provisions to be supplied according to the statutory scale. The administration of this section has worked smoothly, and arrangements have been made, to meet the convenience of the ship store trade, for the inspection of provisions in bulk, *i.e.*, before they are put on board ship.

Certificated Cooks.—Section 27 of the Merchant Shipping Act, 1906, which requires the carriage of a certificated cook on every British foreign-going ship of 1,000 tons gross going to sea from any port in the United Kingdom, or on the Continent, within home trade limits, came into force on the 1st July, 1908. The Board of Trade have approved cookery schools at the principal ports for the purpose of issuing certificates of competency in cooking.

Examinations for Masters', Mates' and Engineers' Certificates.—Since the 1st April, 1908, all candidates for a certificate as Master or Mate have been required to show a knowledge of First Aid to the Injured, and examinations of candidates in practical signalling (voluntary, except in the case of candidates for the Extra Master's certificate) began on the 1st July, 1908.

It has been decided to increase the period of sea service required of candidates for First and Second Class Engineers' certificates from 12 to 18 months. The change, which takes effect on January 1st, 1915, has met with general approval. Arrangements have been made for the issue of certificates as Second Class Engineers for vessels propelled by oil engines.

Certificated Hands for Fishing Boats.—Since July 1st, 1910, steam liners and drifters have been required to carry certificated Skippers and Second Hands. Hardship to those already engaged in the industry has been avoided by the issue of authorities to act as Skipper or Second Hand to persons who have served as such on liners and drifters of 25 tons and upwards.

Transmission of Seamen's Wages.—The charge for remitting seamen's wages home from foreign ports has been reduced from three pence in the pound to one penny, and arrangements have been made with the Postmaster-General under which seamen availing themselves of the Transmission of Wages scheme can have their wages paid at any Money Order Office in the United Kingdom.

Imperial Merchant Shipping Conference, 1907.—In connection with the Imperial Conference of 1907, a special Conference

was held, under the Chairmanship of the President of the Board of Trade, with representatives of the Governments of Australia and New Zealand, in regard to Merchant Shipping Legislation in those dominions. Representatives of shipowners and seamen were present at the Conference, and there was a full discussion of the difficult questions raised by recent Colonial legislation on matters affecting the Mercantile Marine. On the great majority of the subjects dealt with, the Conference was able to come to an unanimous conclusion. These subjects included such matters as survey, provisions, accommodation for the crew, manning, Colonial coasting trade, workmen's compensation, &c.

Imperial Conference, 1911.—Although there was not a special Merchant Shipping Conference as in 1907, the Imperial Conference of 1911 dealt with certain subjects relating to Merchant Shipping, in particular the questions of uniformity in shipping regulations throughout the Empire; of the legislative powers of His Majesty's Dominions; and of Shipping Conferences or Rings.

Unification of Maritime Law.—A movement has been going on for some time past in favour of the Unification of Merchant Shipping Law throughout the world, and His Majesty's Government have been represented at three International Conferences held at Brussels in 1905, 1909 and 1910.

Four International Conventions have been under consideration, dealing respectively with the law as to—

- (1) Collisions.
- (2) Salvage.
- (3) Limitation of Shipowners' Liability.
- (4) Maritime Mortgages and Liens.

An international agreement was reached at the Conference of 1910 with regard to the Collisions and Salvage Conventions, and effect has been given to them in the United Kingdom by the Maritime Conventions Act, 1911 (see under "Legislation").

The draft Conventions relating to Limitation of Shipowners' Liability and Maritime Mortgages and Liens are still under consideration, and will be the subject of a further International Conference.

RAILWAYS AND CANALS.

Hours of Work of Railway Servants.—The subject of the hours of work of railway servants has been brought under notice on several occasions in recent years. General returns of the hours of certain classes of servants have been obtained from the Railway Companies under Section 4 of the Regulation of Railways Act, 1889, for certain specified months since the beginning of 1907, the last relating to the month of June, 1912. The returns of the larger Companies have been published as Parliamentary Papers, and they show a considerable improvement.

It is also to be observed that questions relating to the hours of labour of a class of employees can now be dealt with by the Conciliation Boards which have been established on most railways in the United Kingdom, and reductions in the standard hours on particular railways have been effected by these Boards.

Railway Conciliation.—The agreement, which was adopted, through the instrumentality of Mr. Lloyd George, on the 6th November, 1907, on behalf of eleven of the principal Railway Companies as well as by representatives of the railwaymen's trade unions, was subsequently accepted by all the important Railway Companies in the United Kingdom except the North Eastern, for whose line a scheme of a somewhat different kind has been adopted. The election of representatives of employees to serve on the Conciliation Boards, which under the agreement was to be conducted by the Board of Trade, was completed in the early part of 1909, and the Board also dealt with a number of matters referred to them under the "Interpretation" clause of the Scheme. A Report upon matters connected with the establishment and working of the Conciliation Boards was issued in February, 1909. (Cd. 4,534).

The Conciliation Boards considered and dealt with a number of matters referred to them by either the employees or the Companies, the men's applications being mainly those of the "National Programme," formulated by the Amalgamated Society of Railway Servants, for improvement in wages and hours of railwaymen of all grades. On some lines, the Conciliation Boards arrived at a settlement upon the matters considered by them; on others it was necessary to refer the points at issue to arbitration. (Cd. 5,332).

In the early part of 1911, the periods for which the earliest Conciliation Boards had been elected expired, and, at the request of both parties, the Board conducted fresh elections. On most lines, the elections were concluded about the middle of the year.

In August, 1911, the general railway strike broke out, the chief demand being that the men's unions should be recognised by the Companies. The Government intervened, and the strike was settled after a few days, on the understanding that a Royal Commission should be appointed to investigate the working of the Scheme of 1907. The Commission recommended in their Report of October 18th, 1911, a new Scheme, which differs from that of 1907 chiefly in the absence of Central Boards and in provisions for the appointment, if desired, as Secretary to the men's side of a Board, of a person not in the employment of the Company, and the settlement of matters on which the Boards cannot agree by an independent Chairman instead of by a special arbitrator.

In December, 1911, conferences were held at the Board of Trade between representatives of the railway employees and of the Companies, which resulted in the acceptance by both parties of the new Scheme, subject to certain minor alterations and additions.

Many extensive settlements have been arrived at under the Scheme since May, 1912, and the Board are preparing a statement of the particulars of all such settlements for issue as a Blue Book.

The duties of the Board of Trade under the new Scheme include the conduct of elections, the constitution of a panel of Chairmen and the interpretation of the Scheme where a doubt has arisen.

Railway Conference and Departmental Committee on Railway Amalgamations and Agreements.—The Railway Conference, which was instituted by Mr. Lloyd George about the beginning of the year 1908, issued its Report in May, 1909.

Among the questions upon which an agreement was arrived at between the Representatives of the Railway Companies and the other interests represented on the Conference were :—Simpler machinery for the adjudication of complaints now coming before the Railway and Canal Commission ; a modification in the conditions under which Railway Companies now carry “owner’s risk” traffic ; a codification of the provisions which might reasonably be incorporated in private siding agreements, and various alterations in the procedure now adopted for compulsory acquisition of land.

The Conference also initiated investigations into the arrangements in force on certain Continental railways. A Report on German conditions was issued with the Conference Blue Book. Reports on the conditions prevailing in other countries were published later. One branch of work which, according to the original intention, was to have been carried out by the Railway Conference was subsequently undertaken by a Departmental Committee appointed by Mr. Churchill in June, 1909, “to consider and report as soon as practicable what changes, if any, are expedient in the law relating to agreements among Railway Companies, and what, if any, general provisions ought to be embodied for the purpose of safeguarding the various interests affected in future Acts of Parliament authorising Railway Amalgamations and Working Unions.” The Committee’s Report, issued in April, 1911, contained suggestions for the amendment of the law in the direction indicated in its terms of reference.

Other Departmental Committees connected with Railways.—In connection with railway matters, the Board of Trade also appointed Committees in 1906 :—(1) to examine, and where necessary to test, appliances designed to diminish danger to men employed in railway service ; (2) to consider and report what changes, if any, are desirable in the form and scope of the Accounts and Statistical Returns rendered by Railway Companies under the Railway Regulation Acts.

Eight Reports have already been presented to Parliament by the first-named of these Committees, and various recommendations made by them, including one for the proposal of a Rule as to brakes on both sides of wagons, have been acted upon.

The report of the latter Committee, which was issued in May, 1909, contained important recommendations which were embodied in a Bill introduced into Parliament by the Board of Trade and passed into law under the title of the Railway Companies (Accounts and Returns) Act, 1911. This Act came into force on the 1st January, 1913.

Inland Navigation.—In 1906, the Government took an important step in the appointment of a Royal Commission to inquire into the condition and financial position of the canals and inland navigations of the United Kingdom. That Commission which took a great deal of evidence and visited many of the principal canals and inland navigation systems in this and in other countries, issued a report as regards Great Britain at the end of 1909. A separate report on the Irish Canals was issued in 1911. The reports and their far-reaching proposals are receiving serious consideration. It will be remembered that the Development and Road Improvement Funds Act, 1909, allows of advances by the Treasury, either by way of grant or loan,

for the construction and improvement of inland navigations, as well as of harbours and of roads. Advances for the improvement of certain canals have already been recommended by the Development Commissioners upon the consideration of reports made by the Board of Trade, and have been assented to by the Treasury.

London Traffic.—In November, 1908, the London Traffic Branch, established in 1907, presented a report on the whole subject, and has since that date submitted reports annually.

In 1910, a general investigation was undertaken into the number, capacity and efficiency of the main roads leading out of London, and the results were published in the Reports of 1910 and 1911.

A systematic census of traffic on the roads in and round London was undertaken in 1910, 1911 and 1912, and will be repeated annually to record the development of traffic.

A plan for a general road scheme has been prepared, and an opportunity for its adoption and advancement is now presented by co-operation with county and local authorities in cases where town planning schemes are under consideration.

COPYRIGHT.

The Government sent delegates to an International Conference held at Berlin in October-November, 1908, for the revision of the Berne Copyright Convention, and a revised Convention was signed on behalf of this country and the other members of the Berne Union on November 13th, 1908. The revised Convention has been ratified by nearly all the members of the Union, including the United Kingdom.

As a preliminary to the amendment of the Copyright Law which was subsequently effected by the Copyright Act, 1911, a Departmental Committee was appointed in March, 1909, to examine the revised Convention and its relation to the existing law of the United Kingdom. Their Report, published in December, 1909, recommended that the revised Convention should be ratified and the necessary amendments made in the British law. An Imperial Copyright Conference, at which the Foreign Office, Colonial Office, India Office, the Board of Trade and the Self-governing Dominions were represented, was held in May and June, 1910, to consider the question in relation to the British Empire as a whole, and substantially agreed with the recommendations of the Committee, adding a series of resolutions relating to the methods of applying the new Copyright Law to the Self-governing Dominions.

A Copyright Bill, based on the recommendations of the Committee and this Conference, was considered and generally approved by the Conference, and this Bill was read a first time in the House of Commons on July 23rd, 1910. No further progress was made with the Bill in 1910; but it was re-introduced in an amended form in the following year, and finally became law as the "Copyright Act, 1911," which came into force in the United Kingdom on July 1st, 1912. Several sets of Regulations have been issued under the Copyright Act by the Board of Trade.

The Copyright Act has been put in force by the Commonwealth of Australia and Newfoundland, and steps are being taken by the other

Self-governing Dominions to pass copyright legislation of their own by the adoption of the Copyright Act or otherwise. The Copyright Act is now in force also in the other parts of His Majesty's Dominions and in certain protectorates.

PATENTS.

Patents and Designs Act, 1907. Patents worked mainly or exclusively abroad.—On the 17th October, 1907, a Notice was published in the Board of Trade Journal reminding patentees that the year's grace, dating from the 28th August, 1907, given by the Act to the owners of patents worked exclusively or mainly abroad, had been allowed them in the hope that the necessary steps would be taken by them to work their patents to an adequate extent in the United Kingdom, and warning them that, in the event of their failing to do so, they would run the risk of losing their monopolies, not only by the revocation of their patents, but also by the operation of the provisions of the Act, which had authorised the Law Courts to take cognizance of their default in any action they might take for the infringement of their patents. A copy of this notice was subsequently sent to every existing patentee whom it might concern. The number of these notices sent to patentees up to the 30th September, 1908, was approximately 77,000.

They have had the effect of inducing a certain number of patentees to take preliminary steps, such as the purchase of sites and the erection of factories, to comply with the requirements of the Statute; and, apart from this, orders have been given in many cases to British firms for the manufacture of patented articles, &c., to meet the requirements of the Section.

Since Section 27 of the Act came into operation up to the end of February, 1913, there have been 84 applications made for the revocation of patents on the ground that the patented articles or processes were mainly or exclusively manufactured or carried on outside the United Kingdom. Orders have been made in 20 cases revoking the patents forthwith. In 20 other cases the applications were dismissed; in 6 cases the patent expired after proceedings had begun; 37 applications were withdrawn, and 1 case is pending.

COMPANIES' ADMINISTRATION.

Assimilation of Company Law within the British Empire.—With the object of bringing the laws which govern the formation, management and winding-up of joint stock companies in different parts of the Empire more closely into line, and thus securing practical uniformity of mercantile law in this respect throughout the Empire, an Analysis was prepared of the Company laws of India, Canada, Australia, New Zealand and South Africa, and laid, together with a Memorandum on the subject, before the Imperial Conference in 1907. The Conference considered that the facts showed that the time had come for taking steps in the direction of greater simplicity and greater unity, and a resolution was unanimously adopted to the effect that "it is desirable, so far as circumstances permit, to secure greater uniformity in

“the Company laws of the Empire, and that the Memorandum and “Analysis prepared on this subject by the Imperial Government be “commended to the consideration of the various Governments represented “at this Conference.” This Analysis was subsequently sent by the Secretary of State for the Colonies to the various Governments of the Self-governing Dominions. Replies were subsequently received from the Dominion of Canada; from the Commonwealth of Australia; from New Zealand, the Cape of Good Hope, Natal, the Transvaal and the Orange River Colony, expressing agreement with the policy laid down in the resolution adopted by the Imperial Conference.

The Analysis was brought up-to-date and reprinted for the Imperial Conference of 1911, during which resolutions in favour of more uniformity in Company law throughout the Empire were proposed on behalf of Australia and New Zealand, and unanimously agreed to by the Conference.

As a practical result, the Attorney-General of the Transvaal introduced in the Transvaal Legislature a Bill—which has now been passed into law—which practically follows verbatim the Act consolidating the statutes relating to Company law passed in this country in 1908. This is of special importance, as the Company law of the Transvaal has hitherto not been founded on, nor has it had any similarity to, the Company law of this country.

Statutes following the Consolidation Act of this country have also been passed by the legislatures of Victoria, Southern Rhodesia, British Columbia, Southern Nigeria, Hong Kong, Barbados, Swaziland, Mauritius and India.

A Conference was held in the year 1907 with representatives from the Channel Islands and the Isle of Man, and an Act has since been passed in Guernsey, bringing their laws as to Joint Stock Companies very much into line with the English law. A Bill was also prepared by the authorities of the Isle of Man dealing with the same subject.

Model Articles of Association.—In 1907, the Board of Trade, in accordance with powers vested in them by statute, issued a set of model Articles of Association for use by joint stock companies in lieu of the old model contained in the First Schedule to the Companies Act, 1862. The old model had become entirely antiquated and out of date, and care was taken, with the assistance of a Departmental Committee appointed by the Board of Trade, to embody in the new model articles suited to the modern requirements of a joint stock company.

Registration of Documents by Foreign Companies.—Under the Companies Act of 1907, every company incorporated outside the United Kingdom, but having a place of business in the United Kingdom, was obliged, as from the 1st July, 1908, to file with the Registrar its Charter of Incorporation, a list of its Directors, and the name and address of some person resident in the United Kingdom authorised to accept service of process on behalf of the company.

In accordance with this provision, documents relating to foreign companies have been registered since the beginning of July, 1908, and information is now available at the Companies' Registry concerning all foreign companies domiciled in the United Kingdom or having a branch here.

Limited Partnerships.—Under powers contained in the Limited Partnerships Act, passed in 1907, the Board of Trade have made Rules as to the registration of limited partnerships, and Rules have also been framed, in conjunction with the Lord Chancellor, to govern the winding-up of limited partnerships.

New Rules, Regulations and Forms under the Companies (Consolidation) Act, 1908.—The work of simplifying and consolidating the law relating to joint stock companies has been continued by the complete revision of the existing Rules, Regulations and Forms. These have now all been brought into harmony with the Companies (Consolidation) Act, which came into operation on the 1st April, 1909.

Rules under the Assurance Companies Act, 1909.—Since the passing of the Assurance Companies Act, the Board of Trade have, under the powers contained in the Act, made general rules relating to the making of deposits in accordance with the Act by insurance companies and by underwriters; the audit of accounts both of companies and underwriters; the security to be furnished by underwriters; the custody, inspection and certification of documents, and the qualifications to be possessed by an actuary signing returns under the Act; and the form of the statements to be rendered by underwriters.

Returns under the Assurance Companies Act, 1909.—Returns are now deposited with the Board of Trade, as required by the Assurance Companies Act, by companies carrying on the business of life assurance, employers' liability insurance, fire insurance, accident insurance, and bond investment business. These returns are examined in the Department and embodied in Blue Books.

BANKRUPTCY.

Bankruptcy Law.—The Bankruptcy Law Amendment Committee, which was appointed on the 6th April, 1906, presented its Report on the 8th April, 1908. The principal questions referred to the Committee were as follows:—

- (1) Investigation of bankrupts' conduct and imposition of punishment.
- (2) Provisions of law relating to discharge of bankrupts.
- (3) Refusal of certificates to bankrupt solicitors.
- (4) Realisation of property of bankrupts.
- (5) Modification of law relating to after-acquired property.
- (6) Provisions of law relating to bankruptcy of married women.
- (7) Provisions of law relating to claims under marriage settlements.
- (8) Deeds of arrangement.
- (9) Registration of assignments of book debts, hiring agreements, &c.

In the course of the two years during which its labours lasted, the Committee held 55 sittings and took the evidence of 64 witnesses. In addition, memoranda were received from Chambers of Commerce, Trade Protection Societies, the Chartered Institute of Accountants, the Law Society and other bodies, expressing their views on the questions under consideration.

As the result of most careful and exhaustive inquiry, the Committee submitted a unanimous Report making numerous suggestions for amendment of the law of Bankruptcy, which were received with general approval on the part of the mercantile community and others interested in the subject. A Bill to give effect to these recommendations, with some modifications and additions, was subsequently prepared, and, with a view to affording an opportunity for public examination of the proposed amendments of the law, it was introduced into the House of Lords shortly before the close of the Session of 1911. On re-introduction in 1912, it was passed by the House of Lords, but time could not be found for dealing with the subject in the House of Commons. The Bill was, however, again introduced (in the House of Commons) in the first week of the current Session, received Second Reading on March 17th, and has since passed through Standing Committee and been reported, with some amendments, to the House. There is, therefore, reason to expect that it may this year be carried into law. It proposes, *inter alia*, to give Courts of Summary Jurisdiction power to try bankruptcy offences, and to empower Official Receivers, under certain conditions, to conduct prosecutions in such Courts; to attach penal consequences to certain of the grosser kinds of commercial misconduct which at present can only be visited by refusal or suspension of discharge; to impose increased disabilities on undischarged bankrupts trading on credit; to widen the powers of Bankruptcy Courts in regard to married women traders and to foreigners doing business in this country as members of firms or through agents; to invalidate general assignments of book-debts, unless registered, as against a trustee in bankruptcy; and to provide safeguards against dishonest administration under deeds of arrangement.

ROYAL COMMISSION ON COAST EROSION AND AFFORESTATION.

In July, 1906, His late Majesty, King Edward VII., on the recommendation of the Liberal Government, appointed a Royal Commission to inquire into certain questions affecting coast erosion and the reclamation of tidal lands in the United Kingdom.

Under a later Warrant, dated March, 1908, the Commission were directed to inquire into the problem of Afforestation in the United Kingdom, particularly in its bearing on the question of unemployment.

The Commission issued its Report on Afforestation in January, 1909. They made elaborate recommendations with regard to the adoption of schemes of afforestation in the United Kingdom, which they thought would be profitable and would not only benefit the country at large, but also relieve unemployment in particular places.

The Liberal Government, in the Development and Roads Improvement Act of 1909, made provision for State advances in aid of afforestation, and it is understood that the Development Commissioners appointed under that Act have under their consideration schemes for afforesting parts of England and Wales, Scotland and Ireland.

The Royal Commission issued their final Report on the 31st May, 1911. This Report dealt with the questions of coast erosion and

reclamation, and contained recommendations for a more efficient administration of the foreshore and the coast line.

The Report also contained recommendations with regard to the adoption of more efficient schemes, under the supervision of a Government Department, for the reclamation of tidal lands.

These recommendations are now receiving the attention of the Board of Trade, who hope shortly to be in a position to introduce a Bill dealing with the subject.

PILOTAGE.

A Departmental Committee was appointed in August, 1909, to inquire and report as to the present state of the law and its administration with respect to pilotage in the United Kingdom, and as to what changes, if any, are desirable.

The Committee made their Report in March, 1911, in which they recommended that extensive changes should be made in the law of pilotage.

A Bill, dealing with the subject, was introduced into the House of Commons in August, 1911, but was not proceeded with.

A Bill on similar lines, with certain modifications, was introduced in May, 1912, and received the Royal Assent on March 7th, 1913.

ROYAL COMMISSION ON LIGHTHOUSE ADMINISTRATION.

This Royal Commission was appointed on the 21st August, 1906, and made its Report on the 29th January, 1908.

The Commissioners put forward certain recommendations relative to the constitution and work of administration of the general Lighthouse Authorities, and suggested that such recommendations could be given effect to without the aid of legislation.

The Board of Trade have succeeded in carrying out reforms, on the lines of the Commissioners' recommendations, in respect of the following matters :—

(1) Retirement with superannuation of Elder Brethren of Trinity House on their reaching a certain age limit.

This has been effected by means of a supplemental Charter from His Majesty the King.

(2) An Elder Brother to act as Assessor to the other Lighthouse Boards when desired, for the purpose of considering proposals for new lighthouses, &c.

(3) Uniformity in the accounts of the general Lighthouse Authorities.

The Board of Trade have drawn up revised forms of accounts which have been adopted by the authorities.

DERELICTS.

A Departmental Committee was appointed in July, 1912, to inquire and report as to the measures at present taken to protect shipping from

the dangers of floating derelicts and sunken obstructions, and as to what changes, if any, are desirable. The Committee reported in January, 1913, and their recommendations are receiving careful consideration.

COMMERCIAL DEPARTMENT.

Commercial Conventions with Foreign Countries.—The Department in the period under review assisted the Foreign Office in the negotiation of the following Treaties and Conventions :—Commercial Convention with Servia, 1907 ; Agreement with Italy facilitating the importation of British drugs and medicinal preparations, 1907 ; Agreements for facilitating the importation of commercial travellers' samples: with Belgium, 1906, with Switzerland, 1907, with France, 1907, with Germany, 1908, with Italy, 1908, with the United States, 1910, with the Netherlands, 1910, and with Turkey, 1913. (Arrangements of the same character have been effected at the instance of the Department, through the Colonial and India Offices, with New Zealand, the Union of South Africa and India.)

Agreements have also been negotiated, with the Department's assistance : with Egypt, 1907, Paraguay, 1908, Liberia, 1908, Sweden, 1911, Denmark, 1912, Colombia, 1912, and France, 1912, with a view to permitting the Dominions and Colonies to withdraw separately from the substantive treaties with those countries. (Mexico has also agreed to permit Australia and the Union of South Africa to withdraw.)

An additional Commercial arrangement was also negotiated with Bulgaria in 1909, a Commercial Convention with Montenegro in 1910, and a Commercial Treaty with Bolivia in 1911.

Special attention was given to the negotiation of the Commercial Treaty with Japan, signed and ratified in 1911, which is the most important of the commercial arrangements made of late years with foreign countries, and the Department also advised in connection with the Treaty of 1911 between this country, the United States, Japan and Russia, for the preservation of the North Pacific fur seals, as well as in the International Conventions referred to below.

Foreign Tariffs.—The Department has had under consideration the tariff proposals of various countries so far as they might be expected to affect the trade of the United Kingdom, particularly those of Denmark in 1908, and the United States in 1909. Representations on behalf of British trade interests were also made at its instance, after consultation with Chambers of Commerce, to the Governments of France, Sweden and Spain in connection with the revision of the Customs Tariffs of those countries, with not unsatisfactory results. Similar representations were also made to the Netherlands Government with regard to new Tariff proposals which they brought forward in 1911. These proposals have been revised by a Committee of the Second Chamber of the Dutch Legislature ; and a translation of the remodelled Bill was issued by the Department in October, 1912. The Department also moved the Foreign Office to request the French Government to reconsider certain new Tare Regulations affecting imported goods, which were to come into force in November, 1911. The operation of these Regulations was deferred, in order that the matter might be further

considered by the competent French Ministries concerned, and the original Regulations were eventually modified in a sense favourable to British commercial interests.

Translations of the new or revised Customs Tariffs of the following countries have been issued:—Austria-Hungary, Bulgaria, Denmark, France, Germany, Roumania, Russia, Servia and Spain. Copies of the United States and Philippine Tariffs have also been published.

Imperial Conferences, 1907 and 1911.—The Commercial Department was responsible for the preparation of the commercial and statistical information laid before these Conferences, which included memoranda relating to the trade of the United Kingdom, the Self-governing Dominions and the principal foreign countries; the Customs Tariffs of the Dominions; Commercial Treaty relations (in respect of coasting trade); Shipping, &c. As a result of a memorandum put forward by the Board of Trade at the Conference of 1907, a resolution was adopted in favour of greater uniformity between the annual trade statistics of the United Kingdom and those of the various British Dominions, and considerable progress has since been made in the direction indicated.

It was also responsible for two of the resolutions brought before the Conference of 1911. The first, relating to a proposed enforcement of commercial arbitration awards throughout the Empire, was adopted by the Conference in an enlarged form, so as to cover all judgments and orders of Court, and steps are now being taken, in concert with the Dominion Governments, with a view to giving effect to the resolution. The second resolution, which was also adopted, was designed to secure concerted action between the Dominions and the Mother Country, as regards participation or otherwise in great International Exhibitions.

International Conferences and Conventions.—An officer of this Department has attended all the meetings of the Permanent Sugar Commission as a British Delegate.

At the Conference, held at Washington in 1911, of the Union for the Protection of Industrial Property, His Majesty's Government were represented by three Delegates, two of them, as well as an expert adviser, being nominated by the Board of Trade. One of the Delegates was an officer of the Board—the Comptroller-General of Patents, Designs and Trade Marks. This Department gave certain assistance in the preliminary work of drawing up the Instructions to the Delegates.

The Department also assisted the Foreign Office in framing the proposals of His Majesty's Government laid before the recent International Opium Conference at the Hague. These proposals were to a large extent adopted in the Convention drafted by the Conference, the question of ratifying which is now under consideration.

An International Conference for the Regulation of International Exhibitions was held at Berlin, in October, 1912, at which His Majesty's Government was represented by three delegates and an assistant delegate. As this was the first diplomatic conference on this subject, special attention was given by the Board to the consideration of the policy to be followed by His Majesty's Government, and many of their proposals were adopted by the Conference.

The Convention concluded thereat is designed to limit the number of universal international exhibitions by restricting their promotion to intervals of three years, and by laying down certain conditions with which they must comply before they can receive official support. Certain principles are also established to secure uniformity in the system of organisation of exhibitions, especially with regard to those questions which affect the participation of foreign countries, such as customs procedure, transport facilities, safety of buildings, and the granting of awards.

Industrial Property and Merchandise Marks.—Since 1908, the work in connection with merchandise marks (trade descriptions, indications of origin, &c., of merchandise), patents, designs and trade marks, has been performed by the Commercial Department.

The Board of Trade are empowered, under the Regulations which they have made by virtue of the provisions of the Merchandise Marks Acts, to prosecute offences committed against those Acts, in cases which appear to them to affect the general interests of the country, or of a section of the community, or of a trade, and in which sufficient evidence has been furnished by the persons applying to them to conduct the prosecution.

A number of such prosecutions have been instituted by the Board—acting through the Commercial Department—against persons who have sold goods to which a false trade description, within the meaning of the Merchandise Marks Acts, has been applied. Convictions have, in most cases, been secured.

Committees on Commercial Matters.—A Departmental Committee was appointed in July, 1908, to inquire as to the extent to which the supply, distribution and price of meat in the United Kingdom are controlled or affected by any combination of firms or companies. The Committee reported in April, 1909.

The Departmental Committee which was appointed in June, 1906, to inquire into the form and scope of the Accounts and Statistical Returns rendered by Railway Companies under the Railways Regulation Acts, reported to the Board of Trade in May, 1909, and legislation has subsequently been passed to give effect to its recommendations.

The Departmental Committee which was appointed in April, 1908, to consider and report how far any change is desirable in the form in which the trade accounts of the United Kingdom are published, as regards the countries from which imports are received and to which exports are sent, reported in July, 1908, and its recommendations were subsequently adopted.

In this connection, it may be added that an officer of the Department constitutes, with an officer of the Customs, an informal Committee which annually considers proposals for changes in the scope of the trade accounts and in the classification of articles therein.

Commercial Intelligence Committee.—The Advisory Committee on Commercial Intelligence was originally established in 1900, and has been reconstituted twice since. It consists of the President of the Board of Trade, as chairman; of representatives of that Department and of the Foreign, Colonial and India Offices, and of the

Self-governing Dominions; and of a number of commercial members representing the staple trades of the United Kingdom. The Committee advises the Board of Trade on the work of the Commercial Intelligence Branch, both as to the methods of collecting information (including the despatch of special missions for that purpose), and as to the principles and methods to be adopted for its utilisation so as best to serve the interests of British merchants and manufacturers; and also on changes in foreign customs tariffs and their probable effect on British trade, and such other commercial questions as the Board may refer to it from time to time. In the case of tariff changes, it is the practice of the Committee to circularise the leading Chambers of Commerce and Trade Associations, so as to elicit their opinions before reporting to the Board of Trade, and the same course is occasionally adopted with regard to other questions referred to the Committee.

Commercial Missions.—Commercial Missions have been undertaken at the instance of the Commercial Intelligence Committee, to inquire into the conditions and prospects of British trade in Australia New Zealand Canada and Newfoundland, Syria and Palestine, and the reports of these Missions have, as above stated, been published by the Department. A further Mission has also recently been completed to the Central American Republics, Colombia and Venezuela, and the Commissioner's Report will be published shortly.

Annual Consular Reports.—Since 1907, the annual Consular Reports have been edited in the Commercial Department and the Commercial Intelligence Branch prior to their publication by the Foreign Office.

Commercial Intelligence Branch.—This Branch, the offices of which are in the City, at 73, Basinghall Street, is designed to be a centre at which information on all subjects of commercial interest shall be collected and focussed in a form convenient for reference and at which replies shall, so far as the interests of British trade permit, be given to inquiries by traders on all commercial matters. The number of inquiries dealt with during the last five years is shown below:—

1908	...	...	...	...	11,300
1909	...	...	...	...	13,100
1910	...	...	...	...	14,800
1911	...	...	...	...	17,000
1912	...	...	..	...	16,500

In addition, the Branch despatched during 1912 copies of nearly 1,100 separate circulars containing confidential information as to openings for British trade abroad to some 1,500 British firms who have registered their names for the receipt of such circulars, and to Chambers of Commerce; the total number of copies so distributed was 179,000.

His Majesty's Trade Commissioners.—Prior to 1908, there was no official representation of British Commerce in our Dominions beyond the Seas of a nature equivalent to that enjoyed by foreign countries through their Consular establishments. We have now a Trade Commissioner in each of the principal groups of Self-governing Colonies, who is specially charged with the duty of reporting upon openings for British trade, commercial legislation, Government and other

contracts open to tender, and all matters specially affecting commerce and labour. The officers appointed are :—For Canada and Newfoundland, Mr. C. Hamilton Wickes ; for Australia, Mr. G. T. Milne ; for New Zealand, Mr. W. G. Wickham ; and for South Africa, Sir R. Sothorn Holland. These officers utilise the assistance of the Local Trade Correspondents appointed by the Board of Trade in the Self-governing Colonies for the purpose of obtaining information, and present annual reports to the Board of Trade upon the work performed. They also visit this country periodically, and attend at the offices of the Commercial Intelligence Branch in the City, as well as at a number of provincial Chambers of Commerce, to interview British manufacturers and merchants who may wish to consult them on matters relating to trade with the Dominions in which they are stationed. Facilities have also been accorded to British firms for consulting various members of the Diplomatic and Consular bodies, when on leave in the United Kingdom, at the offices of the Intelligence Branch and Chambers of Commerce.

Collections of samples of foreign-made hardware, hollow-ware and tools competing in the Dominions with similar goods of British manufacture, have been made by His Majesty's Trade Commissioners in South Africa and New Zealand and exhibited in a number of industrial centres of the United Kingdom, and arrangements have been made for similar collections from Canada and Australia.

Exhibitions Branch.—In accordance with the recommendations contained in the Report of a Departmental Committee which was appointed in 1906 to inquire into the benefits accruing to British arts, industries and trade by the participation of this country in great International Exhibitions, an Exhibitions Branch of the Commercial Department was established during the latter part of 1908, for the purpose of organising British sections at any International Exhibitions in which His Majesty's Government decided to take part. Since that date, the Branch has organised British sections at the following International Exhibitions:—

1. International and Universal Exhibition at Brussels, April to November, 1910.
2. International Field Sports Exhibition at Vienna, May to October, 1910.
3. The Argentine Centennial Celebrations at Buenos Ayres in 1910, which comprised the Exhibitions relating to Land Transport, Agriculture, Hygiene and Fine Arts.
4. International Fine Art Exhibition at Rome, May to November, 1911.
5. International Exhibition of Commerce, Industry and Labour at Turin, April to November, 1911.

In the work of organising exhibits for the Brussels, Rome, and Turin Exhibitions, the Branch were assisted by a Royal Commission, of which Lord Lytton and Sir Swire Smith were respectively Chairman and Vice-Chairman. At the Brussels Exhibition, the British Section was entirely destroyed by fire, and the energy displayed in its reconstruction within one month of the disaster earned the unanimous admiration of foreign competitors.

The report of the Royal Commission upon these exhibitions, which was prepared by the Exhibitions Branch, has recently been presented to Parliament. It includes a review, based upon information supplied by British exhibitors, of the commercial results accruing from participation in the exhibitions at Brussels and Turin, which affords satisfactory evidence of the general value of these exhibitions to British trade.

This Branch undertook the work connected with the representation of His Majesty's Government at the International Conference on Exhibitions, held at Berlin in 1912, to which further reference is made under the heading "International Conferences and Conventions."

The Branch is engaged in the organisation of a British Section at the International Exhibition, opened at Ghent in April, 1913. The Section is restricted principally to Machinery, Ceramics, Arts and Crafts, and a Government exhibit comprising sections devoted to the prevention and cure of Tropical Diseases, Agriculture, Aviation, Postal and Prison Administration.

The Exhibitions Branch also deals with inquiries relating to exhibitions to be held either abroad or in this country.

Commercial Attachés.—In accordance with new arrangements, most of the Commercial Attachés to His Majesty's Embassies abroad have their headquarters in the United Kingdom, where they visit Chambers of Commerce and industrial centres from time to time for the purpose of interviewing persons interested in trade with the countries to which they are accredited. These visits have proved generally successful, and large numbers of manufacturers and traders have called upon the Commercial Attachés, and had lengthy interviews with them. The Attachés, when they subsequently visit their districts abroad, are able to render considerable assistance to commercial men in this country, either by obtaining information for them, or by getting rid of difficulties which they themselves were unable to overcome.

SPECIAL REPORTS.—LABOUR DEPARTMENT.

Census of Wages.—An inquiry into the earnings of workpeople engaged in various industries in the United Kingdom has been in progress since 1906. This Inquiry is of a more comprehensive nature than that of 1886, and, although it has been conducted on a purely voluntary basis, the returns obtained cover about 3,000,000 workpeople, as compared with 1,200,000 covered in 1886. The publication of the results of the Inquiry has now been almost completed. Eight volumes have up to the present been issued, dealing with the earnings and hours of labour of workpeople in the textile, clothing, building and woodworking trades, the public utility services, agriculture, the metal, engineering and shipbuilding trades, and railway service, and about forty miscellaneous trades; the returns relate to the year 1906, except in the case of agriculture and railway service, where they relate to 1907. The General Report on the whole Inquiry is in an advanced state of preparation and will be issued as soon as possible in 1913.

Cost of Living in United Kingdom and Foreign Countries.—In the period under review, the Labour Department has

undertaken and completed an extensive inquiry into the cost of living (including particulars as to wages, rents, prices, &c.) of workpeople in the towns of the United Kingdom and certain foreign countries. The value of these investigations lies in the fact that they are all conducted as far as possible on a uniform plan, and thus yield sound international comparisons on points of vital interest which cannot be obtained in any other way. Volumes dealing with the United Kingdom and Germany were issued in 1908, with France in 1909, with Belgium in 1910, and with the United States in 1911.

The Department is now engaged in a further inquiry, undertaken with the object of bringing the information for the United Kingdom up to date, and thus providing material for estimating the changes which have taken place in the cost of living.

Periodical Reports.—The periodical Reports published by the Labour Department in the years 1906–12 included, in addition to the monthly “Board of Trade Labour Gazette” (in the preparation of which over 10,000 separate returns are now used every month), six Reports on strikes and lock-outs, six on changes in wages, three on trade unions (one dealing with the years 1902–04, another with 1905–07, and the third with 1908–10), five abstracts of labour statistics of the United Kingdom, two abstracts of foreign labour statistics, and four reports on standard time rates of wages (1906, 1909, 1910 and 1912). A Report on collective agreements between associations of employers and of workpeople has also been issued. A directory of industrial associations was issued in 1907, of which revised editions were issued in 1910, 1911 and 1912.

Miscellaneous Reports.—In 1907, a Report on rules of Voluntary Conciliation and Arbitration Boards was issued, in which were analysed the principal features of the rules of the Boards in the United Kingdom, special attention being given to the machinery provided for the settlement of disputes, the rules themselves being printed in full. A revised and enlarged edition of this volume was issued in September, 1910.

A special Report on Profit-sharing and Labour Co-partnership in the United Kingdom was issued in 1912. A Report on Apprenticeship and Industrial Training is now being prepared.

Mention may also be made of Reports that have been published by the Department on the following subjects:—Workmen’s Insurance in Germany (1908), Expenditure of Wage-earning Women and Girls (1911), Rules and Expenditure of Trade Unions in respect of Unemployed Benefits, &c. (1911), Industrial and Agricultural Co-operative Societies (1912), Foreign and Colonial Laws, &c., as to Strikes and Lock-outs (1912).

Other Inquiries.—Information respecting labour matters is frequently obtained for other Government Departments, *e.g.*, as to the cost of living in towns where Government works are situated; as to rates of wages current in various districts when questions arise as to the fair wages in Government contracts, &c.

LABOUR EXCHANGES.

The Labour Exchanges Act, 1909, came into force on 1st February, 1910, and 82 Exchanges were opened in the course of that month. By 1st April, 1912, 284 Exchanges had been established in the United Kingdom. The number of Exchanges open on 7th March, 1913, was 435, much of the increase being due to the fact that the administration of Unemployment Insurance devolved upon Labour Exchanges.

In the ordinary Labour Exchange, separate departments are provided for the registration of men, women, boys and girls; in the larger Exchanges a further division is made between special and general and insured and uninsured applicants, or between particular groups of trades. Two Special Exchanges are open in the West-end of London and in the vicinity of the Strand, for the exclusive use of women and of workmen employed in the Building Trade respectively.

For the purposes of administration, the Exchanges are grouped in eight Divisions; each Division is under the control of a Divisional Officer and the whole system is co-ordinated under the direction of a Central Office in London.

Since the Labour Exchanges Act came into force, 17 Advisory Trade Committees have been appointed in the United Kingdom under Regulation VII. of the General Regulations for Labour Exchanges, with the duty of advising and assisting the Board of Trade in regard to any matters referred to them in connection with the management of Labour Exchanges. 38 Special Advisory Committees for Juvenile Employment have also been appointed, and, in addition, 19 Local Committees have been set up by the London Juvenile Advisory Committee. A number of Schemes framed under the Education (Choice of Employment) Act, 1910, involving co-operation between Labour Exchanges and Local Education Authorities, have been sanctioned by the Board of Education.

Among the activities of the Labour Exchanges during the last two years, it may be mentioned that arrangements have been made for recruiting, through the Exchanges, various classes of labour employed by certain Government Departments in different parts of the country.

As an indication of the extent to which Labour Exchanges are now used, it may be noted that the number of applicants registered at Labour Exchanges during the year 1912 was 1,649,802.

The number of vacancies notified by employers during 1910, was 458,943, which was increased in 1911 to 760,938, and rose in 1912 to 1,019,583.

The vacancies filled in 1910 amounted to 374,313 (men 253,290, women 62,764, boys 38,702 and girls 19,557), and the number rose in 1911 to 593,739 (men 347,011, women 124,397, boys 77,881 and girls 44,450), the latter figures being exclusive of certain jobs filled by applicants on the Casual Register, numbering 125,304 (men 112,492 and women 12,812). The corresponding figures for 1912 were 785,239 (men 481,860, women 157,353, boys 88,086, girls 57,940), again exclusive of 266,622 jobs of a casual nature found for applicants.

The vacancies filled in 1910 included 24,990 cases in which persons were placed in districts other than those in which they were registered, representing 6·7 per cent. of the total number of placings in that year.

The corresponding figures for 1911 were 64,901 and 11·0 per cent., and for 1912, 96,189 and 12·2 per cent.

UNEMPLOYMENT INSURANCE.

The administration of Part II. of the National Insurance Act (Unemployment Insurance) has been undertaken by the Board of Trade, in close connection with the Labour Exchanges. This administration, besides involving a large increase of ordinary Labour Exchange organisation, has required the appointment, throughout the United Kingdom, of 1,061 Local Agents in the districts not directly served by Exchanges.

This part of the Act (Unemployment Insurance) applies only to certain specified trades, and questions of demarcation as between these and other trades are decided by the Umpire, an independent officer appointed by the Crown; in this connection, the Umpire has given 1,200 express decisions.

The number of workmen insured is approximately $2\frac{1}{4}$ millions. The benefits of the Act are paid out either through the Labour Exchanges direct to individual workmen, or through Associations which have made arrangements for the purpose with the Board of Trade. About 100 Associations, with 5,000 branches and a membership of 500,000, have made such arrangements.

Further, under Section 106 of the Act, a repayment may be made to any Association of persons paying unemployment benefit of a proportion, not exceeding one-sixth of the amount expended in such payments exclusive of any payment in excess of a rate of 12s. a week, and exclusive of any sum obtained in repayment by an Association having an arrangement under Section 105. 230 Associations paying unemployment benefit are considered to have satisfied the conditions required for this repayment.

During the month of February, 1913, the average amount paid on direct claims to benefit was about £15,000 a week, the number of direct claims upon which payment was made being about 46,000 a week.

Where a workman claims benefit direct, and his claim is refused or stopped by the Insurance Officer, or benefit is not granted in accordance with the claim, the workman has the right to require the case to be referred to a Court of Referees, who may, in the event of disagreement with the Insurance Officer, demand an appeal to the Umpire; the Insurance Officer may also refer a claim direct in the first instance to a Court of Referees, in which case the decision of the Court is final. 84 such Courts have been constituted, consisting of an impartial chairman and representatives of employers and workmen, the latter elected by ballot by insured workmen, and the former nominated by the Board of Trade.

Where a workman claims benefit through an Association and any question arises between the Board of Trade and the Association as to the amount of Unemployment Benefit which the workman would have been entitled to had he claimed direct, the question is not referred to a Court of Referees, but to the Umpire.

Under Section 99 of the Act, the Board of Trade may, in the case of workmen already in the employer's service or subsequently engaged by

him through a Labour Exchange, undertake the custody and stamping of Health Contribution Cards and Unemployment Books. Up to the present about 260 arrangements of this kind have been made, the number of workmen affected being about 128,000. Included amongst these arrangements are the special schemes for regularising the employment of dock labourers at Liverpool (where 30,000 such labourers are employed), Goole and Sunderland, cotton porters at Manchester and ship repairers at the leading South Wales ports.

TRADE BOARDS.

The Trade Boards Act, 1909, came into operation on 1st January, 1910. It provides for the establishment of Trade Boards for four trades named in the Schedule, namely:—(1) Ready-made and wholesale bespoke tailoring and any other branch of tailoring in which the Board of Trade consider that the system of manufacture is generally similar to that prevailing in the wholesale trade; (2) The making of boxes, or parts thereof, made wholly or partially of paper, cardboard, chip or similar material; (3) Machine-made lace and net finishing and mending or darning operations of lace curtain finishing; (4) Hammered and dollied or tommied chain making.

The Act may be extended to other trades than those specified above by means of a Provisional Order confirmed by Parliament. A Provisional Order Bill is being introduced, extending the application of the Act to three or four trades to which it does not at present apply. The four trades specified in the Schedule to the Act were chosen for the purposes of experiment, and the Board of Trade have delayed proposing the application of the Act to other trades until they had experience of its working in the trades first scheduled. Should experience continue to justify it, further extensions will be made from time to time to trades in which the Board of Trade are satisfied that the rates of wages in any branch are unduly low as compared with other employments and that the other circumstances of the trade render the application of the Act expedient.

The Trade Boards are composed of equal numbers of members representing employers and workers in the trade affected, together with "appointed members," who are persons of standing unconnected with the trade and appointed by the Board of Trade. Where a trade is widely spread, the country is divided into suitable areas, in each of which a District Trade Committee is set up. These Committees are composed of (a) "appointed members," (b) members of the Trade Board representing employers or workers chosen by their colleagues to act on the Committee, and (c) representatives of local employers and of local workers. Representative members of the Trade Boards are chosen either by elections held under the supervision of the Board of Trade, or directly by the Board of Trade after considering names of candidates supplied by employers and workers and from other sources. Local representatives on the District Trade Committees have hitherto been selected by the Board of Trade after suitable inquiry and investigation.

The principal function of Trade Boards is to fix minimum rates of wages; that is to say, rates of wages which, in the opinion of the Trade

Board, are the lowest which ought to be paid to workers in the trade and district for which the rates are fixed. In cases where District Trade Committees are established, no rate can have effect unless the Committee dealing with the area to which the rate applies has recommended it or has had an opportunity of reporting to the Trade Board.

Before fixing any minimum rate of wages, the Trade Board must give notice of the rate which they propose to fix, and must consider any objections that may be put before them within three months; and, when the rate has been fixed, notice of it must be given by the Trade Board for the information of the employers and workers affected. The rate then becomes obligatory on Government and municipal contractors, and wages at the prescribed rate are in all cases recoverable as a debt in the absence of a written agreement to the contrary. Moreover, the Trade Board register the names of all employers willing to be bound by the rate during the period of limited operation. Six months after notice has been given of a minimum rate of wages fixed by a Trade Board, the Board of Trade must make an order, either (a) making the rate obligatory, or (b) suspending its obligatory operation if they consider it premature, or otherwise undesirable to make an obligatory order. When a minimum rate has been made obligatory, any agreement for the payment of wages at less than that rate is void, and any employer who pays wages at less than the minimum rate, clear of all deductions, is liable to a fine.

Thus, the minimum rates of wages are fixed by bodies representing the employers and workers in the trade, with a small impartial element, after consultation with local representatives through the District Committees, and after hearing any objections that may be put forward by persons affected, while the rates when fixed are enforceable under penalty only after an Order has been made by the Board of Trade.

In pursuance of their powers under the Act, the Board of Trade have made a number of Regulations with regard to the constitution and procedure of Trade Boards and District Trade Committees, and there are at the present time six Trade Boards in existence, namely, Tailoring (Great Britain), Tailoring (Ireland), Boxmaking (Great Britain), Box-making (Ireland), Lace Finishing and Chain-making. In addition, nine District Trade Committees, covering the whole country, have been established by the Paper Box Trade Board (Great Britain), and seven District Trade Committees, covering the whole country, have been established by the Ready-made and Wholesale Bespoke Tailoring Trade Board (Great Britain).

Officers with powers of entry and of examining records of wages and lists of outworkers have been appointed to investigate complaints and to inspect without prior complaint.

Minimum rates of wages have been fixed by all the Trade Boards that have been established, with the exception of the Tailoring Board for Ireland, and all the rates fixed by the Chain Board, the Lace Finishing Board, and the Tailoring Board (Great Britain) have been made obligatory by Orders of the Board of Trade. In the case of the Box Trade Board (Great Britain), the minimum rates fixed for female workers have been made obligatory, but those fixed for male workers have not yet been made obligatory, the period of six months required by the Act (from the date on which notice that they had been fixed was

given by the Trade Board) not having expired. In the case of the Box Board for Ireland, the rates fixed for female workers have not yet been made obligatory, the required period of six months not having expired; this Board has not yet fixed minimum rates for male workers, but has given notice of its proposal to fix such rates.

It is difficult to give a reliable estimate of the number of workpeople engaged in those branches of Trade within the scope of the Trade Boards, but it is believed that about 200,000 persons (of whom 70 per cent. are women and girls) are covered. It should be understood that the rates of wages fixed are *minimum* rates, and that, in practice, many workpeople are paid at higher rates, but all are protected by the Act from payment at lower rates than those fixed.

There are a number of factors which make it difficult to compare wages fixed by the Trade Boards with those paid before the Act was passed, but there is little doubt that a considerable number of workpeople have had their wages increased. For example, in the chain trade the piece rates fixed by the Trade Board are said to be higher than those previously paid by an amount which is variously estimated at 60 to 100 per cent., while in the box trade the special minimum piece rates fixed for match-box makers are believed to be one-third greater than than those previously paid.

In ready-made tailoring, the Board of Trade Inquiry into earnings in 1906 showed that the average earnings in a full week of the women over 18 included in the returns were 13s., and that one-fourth earned not more than 10s. a week, whereas, under the Trade Board's determination, women other than learners must be paid, if they are time workers, 12s. 6½d. for a week of 50 hours, and if they are pieceworkers, at such piece rates as would yield that sum to an ordinary worker.

PROPOSED EXTENSION OF TRADE BOARDS ACT.

A Bill is to be introduced in the Session of 1913 extending the Act to certain other trades.

CENSUS OF PRODUCTION.

The year 1907 and the first half of 1908 were occupied with (a) meetings of the General Advisory Committee appointed to advise the Board as to the methods of the Census, (b) meetings of the Special Advisory Committees appointed to assist in framing the schedules for sixteen important industries and for local authorities, and (c) local investigation of other industries to obtain information on which to base schedules. In the course of 1908, 444,000 schedules were despatched, and there ensued a very considerable correspondence (besides numerous interviews at the office) with manufacturers and trade associations regarding the filling up of the forms. Much correspondence was also required to get in returns that were in arrear. As soon as sufficient returns were received, their examination was begun, and this entailed many queries and much correspondence thereon. The work of examination and tabulation took up the whole of the three years, 1909-11.

The first part of the preliminary tables, summarising the results of the Returns received, was issued in the autumn of 1909, four more parts were published in 1910, and four more in 1911. The staff of the office was gradually reduced throughout the last nine months of 1911, and by the end of the year was at its minimum.

During 1912, the staff of the Census of Production Office was engaged in the preparation of the Final Report on the First Census, which was issued at the end of the year, and in the drafting of Schedules and the compilation of a register of manufacturers for the purposes of the Second Census. A General Advisory Committee was appointed to assist the Board in connection with this Census. It was only found necessary to hold one meeting of this Committee, at which the general scope of the Census and the form of the Schedules was settled.

Considerable progress has been made in the work of issuing Schedules for the Second Census to manufacturers, and it is anticipated that the issue will be completed by the middle of April.

The Annual Return on Iron and Steel was handed over to the Census Office in 1911, and a considerable time was devoted to the preparation of the issue for 1910. The Return was subjected to drastic revision, and was largely expanded. The number of the Return, bringing the statistics up to the end of 1911, was issued during the year.

STATISTICS OF PASSENGER MOVEMENT.

This branch of the work of the Board was formerly carried out in the Commercial Department, but was transferred at the beginning of 1910 to the Labour Department, the Annual Return known as the "Coal Tables," and that on "Iron and Steel," and the triennial Returns of "Alcoholic Beverages" and "Tea and Coffee" being transferred at the same time.

Under the Merchant Shipping Act, 1906, powers were obtained for securing complete returns of the numbers of passengers to and from the Continent, and of prescribed particulars of passengers to and from countries out of Europe, so that, from the beginning of 1908, the returns have been considerably improved. A further improvement has recently been authorised, and particulars enabling emigrants to be separated from other passengers have been supplied by shipowners from April 1st, 1912.

Three issues of the "Coal Tables" and one of the "Alcoholic Beverages" return have been prepared by the staff engaged on the passenger statistics, and, after one issue of the "Iron and Steel" return had been similarly prepared, it was deemed advisable to transfer to the Census of Production Office the preparation of a return in which special technical knowledge is of considerable importance.

CONCILIATION AND ARBITRATION IN INDUSTRIAL DISPUTES.

Conciliation Act, 1896.—This Act empowers the Board of Trade, where a difference exists or is apprehended between employers and workmen, to make inquiry into the causes and circumstances of the difference and to take steps to enable the parties to meet together

under a Chairman, or, on the application of one of the parties, to appoint a conciliator or board of conciliation, or, on the application of both parties, to appoint an arbitrator.

In recent years considerable use has been made of the Act, as will be seen from the following table, which shows the number of cases dealt with in each year, between August, 1896 (when the Act came into operation), and December 31st, 1912, cases involving a stoppage of work being distinguished from those in which no stoppage occurred.

Year.	NUMBER OF CASES.			Year.	NUMBER OF CASES.		
	Total.	Involving Stoppage of Work.	Not Involving Stoppage of Work.		Total.	Involving Stoppage of Work.	Not Involving Stoppage of Work.
1896*	11	9	2	1905	14	3	11
1897	37	23	14	1906	20	8	12
1898	12	8	4	1907	39	15	24
1899	11	5	6	1908	60	24	36
1900	21	13	8	1909	57	24	33
1901	33	20	13	1910	67	27	40
1902	21	10	11	1911	92	57	35
1903	17	8	9	1912	73	34	39
1904	12	4	8	Total	597	292	305

* Five months only.

An analysis of the cases according to the principal groups of trades shows that the building trade has, during the whole period, accounted for the largest number of cases, viz., 156, or rather more than one quarter. Next to building comes the metal, engineering and shipbuilding group with 115 cases, followed by boot, shoe and slipper trades (64 cases), mining and quarrying (60 cases), and transport (60 cases).

Among the most important of the cases in recent years are:—In 1907, railway servants (United Kingdom) and coal miners (Scotland); in 1908, engineering and shipbuilding trades on the North-east coast; in 1910, coal miners (Northumberland), two cases affecting coal miners in South Wales, cotton operatives in Lancashire and Cheshire, and the lock-out of the boilermakers in all the principal shipbuilding centres in Great Britain. In 1911, important disputes in which action was taken under the Act included the general strike of seamen, dockers and other transport workers, the subsequent strike of dockers and other transport workers in London, the national strike of railwaymen, and the lock-out of cotton operatives in North and North-east Lancashire. In a number of these cases the President of the Board of Trade personally intervened. In 1912, the most important disputes dealt with were the national strike of

coal miners and the strike of transport workers in London, in both of which action was taken by His Majesty's Government.

In the case of the London transport workers' strike, the Government, prior to the general stoppage, took action under section 2 (1) (a) of the Conciliation Act and appointed the Right Hon. Sir Edward Clarke, K.C., to inquire into the facts and circumstances of the disputes then existing in the Port of London. The men, however, ceased work. During the course of the dispute, members of the Cabinet had a number of conferences with representatives of the employers and workpeople with a view to arriving at a settlement.

The national strike of coal miners which commenced on 1st March, 1912, involved about a million workpeople employed in and about coal mines in Great Britain, and was in support of the men's demand for an individual district minimum wage for all men and boys employed underground in coal mines. The Prime Minister, before the stoppage took place, invited representatives of the coal owners and of the Miners' Federation to meet him, and, both parties accepting the invitation, the Prime Minister, Sir Edward Grey, Mr. Lloyd George, and Mr. Buxton, assisted by Sir H. Llewellyn Smith and Sir George Askwith, had a number of separate conferences with committees appointed by the two sides. Proposals for a settlement submitted by the Prime Minister were not accepted, and the men ceased work. The stoppage of the coal industry quickly led, owing to shortage of coal, to stoppages of work in other industries. As a result of an invitation by the Prime Minister, joint conferences of representatives of the coal owners and miners were commenced on 12th March. No settlement was, however, arrived at, and on 15th March the Prime Minister announced that the Government would ask from Parliament a legislative declaration that a reasonable minimum wage, accompanied by adequate safeguards for the protection of the employer, should be a statutory term of the contract of employment of people engaged underground in coal mining. In accordance with this announcement, a Bill was introduced in the House of Commons and received Royal Assent on 29th March. [For the main provisions of the *Coal Mines (Minimum Wage) Act*, see under Legislation.]

Following the passing of the Act, a ballot vote was taken by the Executive Committee of the Miners' Federation, as a result of which they recommended a resumption of work. In the various districts negotiations at once proceeded with a view to the establishment of the joint district boards, which, under the Act, should determine the district rates and rules, and in 6 of the 22 districts the parties agreed upon an independent chairman. In the remaining 16 cases, no agreement was arrived at and the chairman was appointed by the Board of Trade.

Among other important cases dealt with under the Conciliation Act during the year 1912, may be mentioned the dispute affecting dock workers in Glasgow (where a strike at the end of January of 7,000 men, which practically brought the shipping of the port to a standstill, was settled after prolonged negotiations by the Chief Industrial Commissioner), and disputes affecting bobbin workers at Liverpool and Todmorden, iron-moulders in Scotland and iron-moulders (light castings) at Falkirk.

It may be pointed out, in connection with the Conciliation Act, that the rules of a number of conciliation boards, and other agreements arranged between employers and workpeople in various trades, contain a

clause providing that, in the event of failure of the parties to effect a settlement of a dispute, application shall be made to the Board of Trade for the appointment of an umpire, arbitrator or conciliator. Such clauses, so far as known to the Department, now exist in 113 cases.

Arbitration Court.—In the autumn of 1908, a scheme was devised by the Board of Trade under which both parties to an industrial dispute, desiring to have their differences settled by arbitration, may apply for the appointment of a Court of Arbitration instead of a single arbitrator. These Courts have now been formed at the request of the parties in connection with 28 disputes, 1 in 1908, 7 in 1909, 8 in 1910, 7 in 1911, and 5 in 1912. In all cases, the Courts have consisted of a Chairman from the Board of Trade panels of Chairmen, and of two arbitrators, selected in almost all cases respectively from the employers' and labour panels.

Industrial Council.—With a view to strengthening the existing official machinery for settling and for shortening industrial disputes, in August and in September, 1911, the Prime Minister and the President of the Board of Trade had consultations with representative employers and workmen. Following on these consultations, and after consideration of the whole question, the President of the Board of Trade, on behalf of His Majesty's Government, established an Industrial Council, consisting of 13 representatives of employers and a corresponding number of representatives of workpeople, with power to add to their number. As stated in a memorandum published by the Board of Trade in October, the Council was formed "for the purpose of considering and of inquiring into matters referred to them affecting trade disputes; and especially of taking suitable action in regard to any dispute referred to them affecting the principal trades of the country, or likely to cause disagreements involving the ancillary trades, or which the parties before or after the breaking out of a dispute are themselves unable to settle." Sir George Askwith, K.C.B., K.C., Comptroller-General, at that time, of the Labour Department of the Board of Trade, was appointed Chairman of the Council. The Chief Industrial Commissioner's Department was at the same time established, through which the existing Board of Trade powers of conciliation and arbitration should in future be exercised. The Council was in the first instance appointed for one year only, and in 1912 the members were appointed for a further year. The Council held a number of meetings in connection with the national strike of coal miners. Later in the year the Council, at the request of His Majesty's Government, commenced an inquiry, the terms of reference being (1) what is the best method of securing the due fulfilment of Industrial Agreements, and (2) how far, and in what manner, Industrial Agreements which are made between representative bodies of employers and of workmen should be enforced throughout a particular trade or district. The Council have examined a number of witnesses and received other evidence in regard to the matter, and the inquiry is still proceeding.

Railway Conciliation.—The revised Railway Conciliation Scheme came into operation in 1912, and, in a number of cases, matters were referred to the chairman, who receives his appointment under the Conciliation Act, 1896. These appointments have not been included in

the 73 cases shown in the Table on page 240. For further details, see paragraph under "Railways and Canals" (page 219).

Industrial Disputes Investigation Act of Canada, 1907.—At the request of His Majesty's Government, Sir George Askwith, the Chief Industrial Commissioner, accompanied by Mr. I. H. Mitchell, visited Canada during the months of September and October, 1912, for the purpose of investigating and reporting on this Act. With this object, Sir George visited most of the principal industrial centres of Canada and interviewed a large number of employers, workmen, trade union officials, public men and Government officials. His report has just been published (Cd. 6,603).

LEGISLATION.

1906.

Census of Production Act.—Provides for taking a Census of the Production of the United Kingdom, in order that the total output of British commerce and industry may be ascertained. [Cap. 49.]

Merchant Shipping Act.—The first portion of the Act removes a serious discrimination against British Shipping, by extending to foreign ships trading to our ports the British safety regulations on such matters as load line, life-saving appliances, grain cargoes and unseaworthiness, and makes foreign passenger steamers which trade to the United Kingdom subject to the same Rules as their British competitors. At the same time, provision is made for bringing the law relating to the carriage of steerage passengers into harmony with modern conditions. Another important provision requires that foreign seamen on British ships should have a sufficient knowledge of English.

The Act confers substantial benefits on seamen. A statutory food scale is laid down for the first time, and the system of inspecting sailors' food is considerably extended; provision is also made for certificated cooks being carried on foreign-going ships, so as to secure not only that good food is provided, but also that it is properly cooked.

The law relating to the relief and repatriation of seamen left or discharged abroad was complicated and gave rise to disputes. It has been consolidated and amended in a manner which satisfies both the shipowners and seamen. The expenses of illness, where it is not clearly due to the man's own fault, will in future be borne by the ship in which he serves, and the complaint that desertion was in some cases profitable to the ship has been removed by requiring an account to be rendered of the money left behind by the seamen. The accommodation provided for seamen is increased in the case of new ships from 72 cubic feet to 120 cubic feet; seamen are given a right of appeal from the decisions of Naval Courts, and shipowners a right of appeal from Wreck Inquiry Courts. (No pilotage certificate will in future be granted to an officer of a ship unless he is a British subject.)

Representatives of all the interests affected by this measure were fully consulted during its progress through the various stages, and it passed with general approval. [Cap. 48.]

1907.

Patents and Designs (Amendment) Act.—This Act amends the Law relating to Patents and Designs by amendments which are very numerous, and some of them are of great importance. An endeavour is made in it to check the system under which foreign manufacturers have hitherto been enabled to take out patents in this country without any intention of working them here, merely in order to prevent British manufacturers from producing articles which might compete with them either in their own or in other markets. With this end, the Act provides what it is hoped will prove a simple and effective procedure by which British patents may be revoked when they are worked exclusively or mainly abroad, unless satisfactory reasons can be given why they are not worked in the United Kingdom.

It also facilitates and cheapens the existing procedure for the obtaining of compulsory licenses, and for the first time enables these licenses to be obtained where it can be shown that any trade or industry in the United Kingdom is unfairly prejudiced by the conditions attached by the patentee to the purchase, hire or use of patented articles, or the using or working of patented processes. Previously patentees were under no restriction whatever in the imposition of these conditions. It had been held by the Courts that a patentee was entitled to impose any conditions, however unreasonable, on the sale or lease of articles manufactured under his patent. Some of these conditions, which have been imposed by patentees, have prohibited purchasers, or licensees, from using any other articles of a similar character or making use of the inventions of other patentees, and have bound the purchasers or licensees, for very extended periods, to purchase similar articles for the purposes of their trade from the patentee or his nominees. For the future, conditions such as these will be null and void as being in restraint of trade and contrary to public policy; and means have been provided whereby existing contracts containing these conditions can be determined by either party on payment of reasonable compensation.

The Act also contains further safeguards against the issue of invalid patents, and enables patentees to surrender their patents where they desire to do so.

It confers many advantages on existing as well as future patentees. For example, it enables patentees to obtain patents of addition, for which no renewal fees will be payable; it prevents patents from being held to be invalid on the ground of disconformity, unless it can be shown that the invention has been anticipated; it provides a simpler procedure for the extension of the term of a patent where it can be shown that the patentee has been inadequately remunerated; it does away with the necessity for obtaining Private Acts for the restoration of lapsed patents which have become void owing to the failure of the patentee to pay renewal fees within the prescribed time; it simplifies and cheapens the procedure in the Courts in actions for infringement or for the revocation of patents; it, for the first time, brings unregistered patent agents under regulation, and requires the Comptroller to refuse to recognise as an agent for patents any person who neither resides nor has a place of business in the United Kingdom.

With respect to designs, the Act places the same restrictions as in the case of patents on the foreign manufacturer who uses designs registered in the United Kingdom exclusively or mainly for manufacture outside this country. In such cases, the registration of the design is rendered subject to cancellation unless the owner can give satisfactory reasons why the design is not used in manufacture in this country. The Act also enables the term of Copyright in designs to be extended by five and in some cases by ten years; and repeals provisions of the former Act which deprived the owner of a registered design of his copyright when he had failed to mark the articles to which the design has been applied. It also empowers the Board of Trade, on representations made to it on behalf of any trade or industry, to modify or dispense with the existing requirements of the law with respect to the marking of designs.

In consequence of strong representations made by the Manchester Chamber of Commerce, the Act has given the Board of Trade power to establish a Branch Office for designs at Manchester.

The above are the most important provisions in the Act, which, however, also contains many other useful detailed amendments of the law, which were necessary to bring the patents and designs legislation of this country up-to-date. [Cap. 28.]

Patents and Designs Act.—Consolidates the whole of the Law of the United Kingdom relating to Patents and Designs, including the preceding Act. [Cap. 29.]

Companies Act.—Provides means for affording information concerning public Companies to all who may seek for it, upon the ground that publicity is the best protection which can be devised for the benefit of creditors and shareholders. Among other provisions, the new measure makes it necessary for every Company which does not issue a prospectus to file with the Registrar a statement containing all the facts which, under the Companies Act of 1900, would have had to be disclosed in a prospectus. The Act also extends the provisions of the 1900 Act, by making it necessary to register all mortgages and charges with the Registrar of Joint Stock Companies, including those relating to landed property and book debts; and it further requires public Companies to file annually with the Registrar a statement of assets and liabilities in the form of a balance sheet audited by the Companies' Auditor. Provisions have also been introduced removing doubts as to the validity of perpetual debentures and debenture stock, and enabling Companies to keep alive and re-issue debentures which have been redeemed. Under this measure, creditors have for the first time been given a voice as to the appointment of a liquidator in the voluntary winding-up of a Company, and there are many other miscellaneous amendments of the existing law. [Cap. 50.]

Employers' Liability Insurance Companies Act.—Affords additional protection to the workmen entitled to compensation under the Workmen's Compensation Acts, by requiring all Companies doing accident insurance business to conform to the law relating to Life Assurance Companies. This law, which provides for a preliminary deposit of £20,000, for the publication of annual accounts, and for a periodical actuarial investigation, has been very successful in placing

life assurance in this country on a safe and solid basis, and it is believed that its application to Employers' Liability Insurance Companies will prevent the growth of mushroom Companies, and do much to secure the financial stability of Companies doing accident insurance business. [Cap. 46.]

Assay of Imported Watchcases (Existing Stocks Exemption) Act.—The effect of this measure, taken in conjunction with a recent decision of the Courts, is to subject foreign watchcases for the first time to the same regulations in respect of assay as British cases, while exempting the existing stocks of imported cases in order to avoid undue hardship to traders. Imported watchcases had formerly been held not to be "plate" within the meaning of the Customs Act of 1842 and Revenue Act of 1883, and they had consequently had an advantage over British cases in that they could be sold without being assayed and Hall-marked.

The exemption of existing stocks provided for in the Act relates only to watchcases imported into this country prior to 1st June, 1907. [Cap. 8.]

Merchant Shipping Act [Tonnage Deduction for Propelling Power].—Dockowners and Harbour Authorities have often complained that the deductions allowed to be made for space occupied by propelling power in ascertaining the net tonnage of a ship has injuriously affected their receipts, their dues being levied on the net tonnage of the vessels using the docks. This Bill places a limit on the amount of the deduction which may be made in respect of propelling power; and this limit has been accepted as a satisfactory compromise by the great majority of the interests concerned. In order to avoid hardship in respect of existing ships, the Act is not to come into full operation until the 1st January, 1914. [Cap. 52.]

1908.

Patents and Designs Act.—This amends in a minor detail the important Patents and Designs Act, 1907. [Cap. 4.]

Fatal Accidents (Damages) Act.—This Act provides that when, after the death of a person in a fatal accident, damages are awarded by a Court of Law to his next of kin, the amount of the insurance paid upon the death of the deceased shall not be deducted as hitherto from the damages awarded. [Cap. 7.]

Companies Act.—This Act enables a Company incorporated in a British Possession and which has a place of business in the United Kingdom to hold land in precisely the same way as a Company registered within the United Kingdom. Before the passing of this Act, a Company registered in the Colonies was subject to the restrictions of the Mortmain Acts and was obliged to obtain a license in mortmain from the Crown with regard to every piece of land purchased or leased. [Cap. 12.]

Companies (Consolidation) Act.—The Companies (Consolidation) Act brings together in one statute the contents of the eighteen Acts of Parliament dealing with Joint Stock Companies.

The various branches of the law relating to Joint Stock Companies are now grouped together under their several heads, and the result will

be a great convenience and a great saving of time to persons engaged in commerce, and to professional men whose business is concerned with Joint Stock Companies.

The Companies Acts of 1907 and 1908, above-mentioned, are incorporated in the Consolidation Act. [Cap. 69.]

Port of London Act.—This very important measure has for its object the improvement of the Port of London. By it, Parliamentary sanction has been given to the purchase of the existing docks on equitable terms and their management henceforward by a Port Authority, of whom the majority will be elected by traders and shipowners using the Port. This Authority is charged with the duty of undertaking all necessary dock improvements and extension, and all dredging and other works necessary for improving the channels of the river Thames. The Port Authority is given adequate borrowing and revenue powers to enable it to perform these important duties, and will, in addition, have the powers hitherto exercised by the Watermen's Company and the Thames Conservancy in the Port of London.

The Thames Conservancy will henceforward control the river from Cricklade to Teddington only, and for this purpose it has been reconstituted, and representation upon it given to important boroughs and urban districts along its banks.

The transfer of the undertakings of the dock companies and of the duties of the Thames Conservancy within the port took place in March, 1909, and the result of the first three years' working of the combined undertakings has been a net surplus of over £116,000, after meeting all charges for interest on the Port Stock and all other outgoings and after placing £100,000 to a Reserve Fund. But in order to enable the Port of London to maintain its position in face of the competition with the great Continental ports, where very large sums have been and are being spent, considerable expenditure will have to be incurred by the Port Authority in improving and extending the facilities of the port, and accordingly additional revenue has been provided by authorising the Authority to levy port rates on goods imported into and exported from the port. The powers for this purpose are contained in the Port of London (Port Rates on Goods) Provisional Order, which was passed by Parliament in 1910.

As a safeguard against the imposition of an excessive burden upon the trade of the port, the total amount which the Port Authority may levy in this way has been limited to one thousandth part of the aggregate value of the overseas trade of the port, *i.e.*, the rates must not on the average exceed 2s. for each £100 worth of goods.

The Authority are engaged upon the construction of a new dock and other works which are to be carried out forthwith, and have elaborated a large scheme of future improvements and extensions which will be undertaken as the circumstances of the port require.

1909.

Board of Trade Act.—Removes the statutory limitation on the salary of the President of the Board of Trade, but excludes the then holder of that office. [Cap. 23.]

Marine Insurance (Gambling Policies) Act.—This Act is intended to check the speculative insurance of ships. It provides that persons who effect gambling contracts of marine insurance, as defined in the Act, shall be liable to heavy penalties, but genuine interests are carefully protected in order that there may be no interference with legitimate business. [Cap. 12.]

Labour Exchanges Act.—This Act empowers the Board of Trade to establish and maintain Labour Exchanges in such places as they think fit, and to assist Labour Exchanges maintained by any other authorities or persons having powers for the purpose. The Board of Trade may also, by such other means as they think fit, collect and furnish information as to employers requiring workpeople and workpeople seeking engagement or employment. Any Labour Exchange may be taken over by or transferred to the Board of Trade by agreement with the authority or person by whom it is maintained. A subsidiary power given by the Act is that of advancing the travelling expenses of workpeople to situations found for them through a Labour Exchange. [Cap. 7.]

Trade Boards Act.—Provides for the establishment by the Board of Trade of Trade Boards—both in connection with factory and home work—in four trades named in the Schedule. viz.: (1) ready-made and wholesale bespoke tailoring; (2) the making of boxes or parts thereof made wholly or partially of paper, cardboard, chip or similar material; (3) machine-made lace and net finishing, and mending or darning operations of lace curtain finishing, and (4) hammered and dollied or tommied chain making. Fresh trades can be brought within the scope of the measure by Provisional Orders made by the Board of Trade and confirmed by Parliament. [Cap. 22.]

Electric Lighting Act.—This Act amends the Electric Lighting Acts, by extending the purposes for which the Board of Trade may grant Provisional Orders to be confirmed by Parliament, and by enabling the Board to grant certain powers by written order or consent, thus giving greater facilities to Local Authorities and Companies authorised to supply electricity. [Cap. 34.]

Assurance Companies Act.—This Act consolidates and amends the Life Assurance Companies Acts of 1870 and 1872, and the Employers' Liability Insurance Companies Act, 1907, and extends to Companies carrying on Fire Insurance business, Accident Insurance business and Bond Investment business, the law relating to Life Assurance Companies, subject, however, to certain relaxations and modifications in the case of fire and accident business.

The amendments of the Life Assurance Companies Acts are for the most part founded on the Report of the Select Committee of the House of Lords, dated 31st July, 1906. The principal change is the requiring from all Life Assurance Companies alike a permanent deposit of £20,000. The inclusion of Bond Investment Companies under the same laws is based on the Report of a Departmental Committee appointed by the Board of Trade.

Incidentally, the Act deals with the problem of the large number of industrial policies which have been taken out by the industrial classes

in this country for the purpose of paying funeral expenses, and which are technically void. The number of these policies is estimated at not less than ten millions, and the effect of the Act is to somewhat enlarge the powers both of industrial assurance companies and collecting friendly societies, and to validate all policies effected by persons who had, at the time, a *bona fide* expectation that they would incur expense in connection with the death or funeral of the life assured. With the object of preventing an excess of powers in future, a substantial penalty is imposed on the persons responsible, and, in order that collecting societies may not be at a disadvantage with regard to companies, a more simple method is laid down by which a collecting society can turn itself into a company.

The passing of the Assurance Companies Act completes the work of consolidating the law in this country relating to joint stock companies—a work which was begun by the passing of the Companies (Consolidation) Act, 1908. The result of this work of consolidation is that 21 different statutes are now represented by only two. [Cap. 49.]

1910.

Companies (Converted Societies) Act.—Removes doubts which had arisen owing to decisions of the Courts as to the validity of the conversion of Friendly Societies into Companies in certain cases [Cap. 23.]

1911.

Maritime Conventions Act.—This Act gives effect to two International Conventions relating to Collisions and Salvage. The Conventions were signed in 1910 at an International Conference held at Brussels, and are the first substantial step in the direction of the unification of merchant shipping law.

The Salvage Convention is practically an affirmation of British law.

The principal alteration of British law effected by the Collisions Convention is that, in cases where two or more vessels are to blame for a collision, the damages will in future be divided in proportion to the degree of the faults respectively committed, instead of being divided, as hitherto, equally between the vessels in fault. The new rule is one which has worked satisfactorily on the Continent and has received a considerable measure of support in this country.

The two Conventions, by removing serious divergencies between the law of this country and that of foreign countries, should be of material advantage to the shipping industry. [Cap. 57.]

Merchant Shipping Act.—This Act enlarges the powers of British Courts in foreign countries and British Protectorates, by enabling such Courts to adjudicate in respect of the forfeiture of ships and in respect of claims for limitation of shipowners' liability under the Merchant Shipping Act of 1894. [Cap. 42.]

Merchant Shipping (Stevedores and Trimmers) Act.—This Act is intended to remove a difficulty which men, who discharge or stow cargo or trim coal for foreign ships, have previously had in enforcing a claim for wages when the owner or charterer has no place

of residence in this country. This difficulty is removed by making provision in certain cases for the arrest or detention of such ships. [Cap. 41.]

Copyright Act.—This Act consolidates, with numerous amendments, practically the whole of the law relating to Copyright, which was previously scattered over some twenty Statutes, in addition to numerous decisions on the common law. Some of the main amendments introduced by the Act are:—(1) An extension of the term of copyright, in most cases, to the life of the author and 50 years after his death, subject to the right of anyone, during the last 25 years of the copyright to reproduce the work for sale on payment of a royalty of 10 per cent.; (2) a considerable extension of the scope of copyright, *e.g.*, the author is given the sole right to translate, to dramatise to authorise adaptation to mechanical instruments, such as gramophone records and music rolls, the last-mentioned right being in general subject to the right of any manufacturer to use the work on payment of a royalty. Moreover, various classes of works, such as architectural works of art works of artistic craftsmanship, gramophone records, music-rolls and cinematograph films, are for the first time made entitled to copyright; (3) all formalities, such as registration and notices reserving copyright, are abolished; on the other hand, special provisions are inserted for the protection of persons who “innocently” infringe copyright; (4) the Self-governing Dominions are given practically a free hand to legislate for themselves on the subject of copyright, but at the same time inducements are held out to them to come into line with the United Kingdom; (5) greater facilities are provided for securing wider protection for British authors in foreign countries, in return for the protection given to foreign authors in this country. [Cap. 46.]

Railway Companies (Accounts and Returns) Act.—This Act amends and extends the provisions of the Railway Regulation Acts respecting Financial Accounts and Statistical Returns, in accordance with the recommendations of a Departmental Committee appointed by Mr. Lloyd George in 1906. [Cap. 34.]

Money-Lenders Act.—Prevents the registration under the Money-Lenders Act, 1900, of a money-lender under any name implying that he carries on banking business, and prohibits the issue of circulars to that effect in connection with the business of money-lending. [Cap. 38.]

National Insurance Act, Part II. (Unemployment Insurance).—Provides for the insurance against unemployment of the workmen in certain scheduled trades, viz, Building, Construction of Works, Shipbuilding, Mechanical Engineering, including the manufacture of ordnance and fire-arms, Ironfounding, Construction of Vehicles, and Saw-milling (including machine woodwork) carried on in connection with any other insured trade or of a kind commonly so carried on. The fund required for the payment of unemployment benefit, which for a workman of eighteen years of age or upwards is seven shillings, and half that amount for those of the age of seventeen and upwards, is derived partly from contributions by workmen in the insured trades, partly from contributions by their

employers, and partly from moneys provided by Parliament. The contributions of workmen and employers are equal $2\frac{1}{2}d.$ a week in the case of each workman of eighteen years of age and upwards, and $1d.$ in the case of those below that age, and the State adds a contribution equal to one-third of the total sum received from workmen and employers. No workman can receive more unemployment benefit than in the proportion of one week's benefit for every five contributions paid by him. Unemployment Benefit may be paid by Labour Exchanges, or through Trade Unions. Provision is made for the refund of contributions in the case of workmen who have been continuously employed or have been systematically working short time. The Board of Trade has powers to appoint officers for the administration of this part of the National Insurance Act, and to set up Courts of Referees consisting of equal numbers of members chosen by employers and workmen. These Courts will decide questions as to right to benefit on appeal from the Insurance Officer. An Umpire, appointed by His Majesty, will decide questions as to whether or no a workman is a workman in an insured trade, and an appeal will lie to him from the Courts of Referees. The Board of Trade has the power to extend the provisions to other trades if it seems to be desirable. Workmen whose continued unemployment is proved to be due to defective skill or knowledge may receive instruction at the expense of the fund if it seems that the defects can be so remedied. It should be added that benefits under Parts I. and II. of the Act cannot be received by workmen at one time. [Cap. 55.]

Isle of Man Harbours Act.—This Act gives the Harbour Commissioners power to work ferries and makes the harbour dues available for the repair of harbours as well as for the repayment of loans. It amends the mode of charging on goods and makes all passengers liable to pay dues. It also brings Port Erin within the scope of the Isle of Man Harbours Acts. [Cap. 33.]

1912-13.

Coal Mines (Minimum Wage) Act.—This Act was passed in March, 1912, for the purpose of terminating the national strike of coalminers. It provided, *inter alia*, for the setting up of a Joint District Board in each of 22 districts specified in a schedule to the Act, which Board should determine the minimum rates of wages for workmen employed underground in coal mines in its district, and also district rules. The Joint District Boards were to be recognised by the Board of Trade as fairly and adequately representing the workmen in coal mines in the district, and the employers of those workmen. Provision was made in the Act that the Board of Trade, as a condition of recognising any body as a Joint District Board for the purposes of the Act, might require the adoption of a rule for securing equality of voting power between the members representing workmen and the members representing employers, and for giving the chairman a casting vote in case of difference between the parties. The chairman was to be an independent person appointed by agreement between the persons representing the workmen and employers on the Joint District Board, or, in default of agreement,

by the Board of Trade. It was also provided that if, within two weeks of the passing of the Act, a Joint District Board had not been recognised for any district, the Board of Trade might, either forthwith or after such time as might seem to them necessary or expedient, appoint such person as they thought fit to act in the place of the Board, or persons to represent employers or workmen on the Board, if either side failed to appoint members to represent them. If a Joint District Board, within three weeks after the time at which it had been recognised, failed to settle the first minimum rates of wages and district rules, the matter should be settled by the chairman. It was provided that the Act should remain in force for three years from the date of its becoming law, and no longer, unless Parliament should otherwise determine. [Cap. 2.]

Light Railways Act.—This Act increases by half a million sterling the amount available for distribution as free grants in aid of light railway enterprise ; it also amends in several important particulars the original Act of 1896, and continues for a period of five years the powers of the Light Railway Commissioners. [Cap. 19.]

Railway and Canal Traffic Act.—This Act amends section one of the Railway and Canal Traffic Act, 1894, with respect to increases of rates or charges made for the purpose of meeting a rise in the cost of working a railway, due to improved labour conditions. [Cap. 29.]

Pilotage Act.—Consolidates and amends the law relating to pilotage. The Board of Trade are required, after inquiries at the various ports in the United Kingdom, to make, and submit to Parliament for confirmation, Pilotage Orders for the reorganisation or improvement of organisation of pilotage, and for the revision of local Acts, charters and bye-laws relating to pilotage. [Cap. 31.]

TREASURY.

<i>First Lord of the Treasury</i> -	{	THE RT. HON. SIR HENRY CAMPBELL-BANNERMAN, G.C.B., M.P. (1905-8.)
	{	THE RT. HON. H. H. ASQUITH, K.C., M.P. (1908.)
<i>The Chancellor of the Exchequer</i> -	{	THE RT. HON. H. H. ASQUITH, K.C., M.P. (1905-8.)
	{	THE RT. HON. DAVID LLOYD GEORGE, M.P. (1908.)
		THE RT. HON. GEORGE WHITELEY, M.P. [<i>Lord Marchamley</i>] (1905-8.)
<i>Parliamentary Secretary to the Treasury</i> -	{	THE RT. HON. JOSEPH A. PEASE, M.P. (1908-10.)
	{	THE RT. HON. ALEXANDER W. C. O. MURRAY, M.P. [<i>Lord Murray</i>] (1910-12.)
		PERCY H. ILLINGWORTH, Esq., M.P. (1912.)
<i>Financial Secretary to the Treasury</i> -	{	THE RT. HON. REGINALD MCKENNA, M.P. (1905-7.)
	{	THE RT. HON. WALTER RUNCIMAN, M.P. (1907-8.)
	{	THE RT. HON. C. E. HOBHOUSE, M.P. (1908-11.)
	{	THE RT. HON. T. MCKINNON WOOD, M.P. (1911-12.)
		THE RT. HON. C. F. G. MASTERMAN, M.P. (1912.)
	{	THE RT. HON. JOSEPH A. PEASE, M.P. (1905-8.)
	{	J. HERBERT LEWIS, Esq., M.P. (1905-9.)
	{	F. FREEMAN THOMAS, Esq., M.P. (1905-6.) [<i>Lord Willingdon</i>]
		CAPTAIN CECIL NORTON, M.P. (1906-10.)
		J. M. F. FULLER, Esq., M.P. (1906-7.) [<i>Sir John Fuller, Bart.</i>]
		THE RT. HON. J. H. WHITLEY, M.P. (1907-10.)
		J. W. GULLAND, Esq., M.P. (1909.)
<i>Junior Lords of the Treasury</i> -	{	OSWALD PARTINGTON, Esq., M.P. (1909-10.) (<i>Unpaid</i>)
	{	PERCY H. ILLINGWORTH, Esq., M.P. (1910-12.)
	{	W. WEDGWOOD BENN, Esq., M.P. (1910.)
	{	E. J. SOARES, Esq., M.P. (<i>Unpaid</i>) (1910-11.) [<i>Sir Ernest Soares</i>]
		WILLIAM JONES, Esq., M.P. (1911.)
		CAPT. THE HON. F. E. GUEST, M.P. (1911-12.) (<i>Unpaid</i>)
		SIR ARTHUR HAWORTH, Bart., M.P. (1912.) (<i>Unpaid</i>)
		HENRY WEBB, Esq., M.P. (<i>Unpaid</i>) (1912.)
<i>Permanent Secretary</i> }		THE RT. HON. SIR GEORGE H. MURRAY, G.C.B., I.S.O. (1903-11.)
	{	SIR ROBERT CHALMERS, K.C.B. (1911.)

BOARD OF INLAND REVENUE:	}	LT.-COL. SIR MATTHEW NATHAN,
<i>Chairman</i> - - -		G.C.M.G.

BOARD OF CUSTOMS AND EXCISE:	}	SIR L. N. GUILLEMARD, K.C.B.
<i>Chairman</i> - - -		

The Treasury is chiefly concerned with questions of National Finance, and the following Tables give some particulars:—

NATIONAL DEBT.

[In the following figures the sum of 21 millions—temporarily borrowed in 1909–10 (owing to the delay in passing the Finance Act of that year), and paid off early in 1910–11—has been excluded.]

I.—Deadweight Debt.

(Including Funded and Unfunded Debt and Estimated Capital Liability in respect of Terminable Annuities on March 31st of each year.)

1895	...	£655,908,928	1905	...	£755,072,109
1896	...	648,306,426	1906	...	743,219,977
1897	...	641,123,426	1907	...	729,505,545
1898	...	635,070,635	1908	...	711,475,865
1899	...	628,021,572	1909	...	702,687,897
1900	...	628,930,653	1910	...	692,245,408
1901	...	689,469,953	1911	...	685,232,459
1902	...	745,015,650	1912	...	674,744,481
1903	...	770,778,762	1913	..	661,473,765
1904	...	762,629,777			

Reduction of Deadweight Debt.

1903–4	...	...	...	...	£8,149,000
1904–5	...	...	...	...	7,557,000
1905–6	...	...	...	...	11,852,000
1906–7	...	...	...	...	13,714,000
1907–8	...	...	...	..	18,030,000
1908–9	...	...	...	...	8,788,000
1909–10	...	...	...	...	10,442,000
1910–11	...	...	...	...	7,013,000
1911–12	...	...	...	...	10,488,000
1912–13	...	...	...	...	13,271,000

II.—Total National Indebtedness.

(Including as a part Deadweight Debt and constituting the aggregate gross liabilities of Nation on March 31st of each year.)

1895	...	£659,001,552	1905	...	£796,736,491
1896	...	652,286,366	1906	...	788,990,187
1897	...	645,171,525	1907	...	779,164,704
1898	...	638,817,507	1908	...	762,326,051
1899	...	635,393,734	1909	..	754,121,309
1900	...	638,919,931	1910	...	741,463,625
1901	...	703,934,349	1911	...	733,072,610
1902	...	765,215,653	1912	...	*724,806,428
1903	...	798,349,190	1913	...	†716,288,421
1904	...	794,498,100			

* Includes 3 millions for Telephone Purchase.

† Includes 7 millions for Telephone Purchase.

Reduction of National Indebtedness.

1903-4	...	...	...	...	£3,851,090
1904-5	...	...	...	<i>Increase</i>	2,238,391
1905-6	...	...	...	..	7,746,304
1906-7	...	...	...	...	9,825,483
1907-8	...	...	...	...	16,838,653
1908-9	...	...	...	...	8,204,742
1909-10	...	...	...	...	12,657,684
1910-11	...	...	...	...	8,391,015
1911-12	...	...	...	...	8,266,182
1912-13	...	...	...	...	8,518,007

For the seven years from April 1st, 1906, it will be seen that the net reduction effected amounts to £72,701,756, or an average of £10,385,965 per annum. If the sum paid for the purchase of the telephones (10 millions) is excluded, the net reduction of debt is £82,701,756.

ESTATE DUTIES.

The following figures give the revenue derived from Estate Duties, more generally known as Death Duties. These were revised by Sir William Harcourt in 1894, and came into operation during the financial year of 1894-5. The full effect of the revision was not felt until the year 1895-6.

The rates of duty were increased in 1907-8 on Estates over £150,000, and in 1909-10 on Estates over £5,000.

Revenue from Estate Duties.

Year.		Allocated to the Exchequer.	Allocated to Local Taxation Accounts.	Total.
1890-1	...	£7,484,642	£2,413,668	£9,898,310
1891-2	...	8,281,849	2,811,186	11,093,035
1892-3	...	8,387,848	2,398,030	10,785,878
1893-4	...	7,616,632	2,363,059	9,979,691

1894-5	...	£8,754,343	£2,140,042	£10,894,385
1895-6	...	11,639,900	2,448,708	14,088,608
1896-7	...	10,741,379	3,136,895	13,878,274
1897-8	...	11,185,998	4,263,192	15,449,190
1898-9	...	11,486,818	4,245,760	15,732,578
1899-1900	...	13,909,313	4,499,980	18,409,293
1900-1	...	12,483,262	4,237,867	16,721,129
1901-2	...	14,250,827	4,262,887	18,513,714
1902-3	...	13,711,675	4,201,502	17,913,177
1903-4	...	13,034,946	4,291,191	17,326,137
1904-5	...	13,010,875	4,247,556	17,258,431
1905-6	...	12,968,082	4,376,843	17,344,925
1906-7	...	14,262,824	4,695,939	18,958,763
1907-8†	...	19,108,256	—	19,108,256
1908-9†	...	18,310,280	—	18,310,280
1909-10†	...	21,754,833	—	21,754,833
1910-11†	...	‡25,708,996	—	25,708,996
1911-12†	...	25,182,232	—	25,182,232
1912-13†	...	25,248,000	—	25,248,000

† See note to Revenue and Expenditure.

‡ Including arrears of 1909-10.

INCOME TAX.

Yield from 1d. in the £ on Taxed Incomes.

1894-5	...	£1,982,000	1903-4	...	£2,562,551
1895-6	...	2,033,162	1904-5	...	2,580,533
1896-7	...	2,098,602	1905-6	...	2,633,436
1897-8	...	2,188,380	1906-7	...	2,666,867
1898-9	...	2,284,289	1907-8	...	2,698,000
1899-1900	...	2,353,619	1908-9	...	2,784,063
1900-1	...	2,475,442	1909-10	...	2,691,422
1901-2	...	2,531,462	1910-11	...	2,738,912
1902-3	...	2,535,862	1911-12	...	2,807,000

REVENUE AND EXPENDITURE.

	Revenue.	Expenditure charged against Revenue.	Capital Expenditure out of Loans.
1894-5 ...	£101,697,000	£100,932,000	£ 810,000
1895-6 ...	109,340,000	105,130,000	2,090,664
1896-7 ...	112,199,000	109,725,000	1,824,090
1897-8 ...	116,016,000	112,338,000	2,751,000
1898-9 ...	117,857,000	117,671,000	6,103,336
1899-1900	129,805,000	143,687,000	4,847,216
1900-1 ...	140,124,000	193,332,000	4,914,587
1901-2 ...	152,712,000	205,236,000	7,548,435
1902-3 ...	161,319,000	194,251,000	6,876,065
1903-4 ...	151,341,000	156,756,000	7,305,000
1904-5 ...	153,183,000	151,769,000	8,069,092
1905-6 ...	153,879,000	150,413,000	6,148,015
1906-7 ...	155,036,000	149,638,000	5,974,750
1907-8 ...	156,538,000	151,812,000	2,834,235
1908-9 ...	151,578,000	152,292,000	2,636,510
1909-10 ..	131,696,000	157,945,000	1,281,000
1910-11... *	203,851,000	171,996,000	1,040,000
1911-12... †	185,090,000	178,545,000	‡4,471,000
1912-13... †	188,802,000	188,622,000	‡8,522,000

* Including arrears of 1909-10.

† Includes £3,000,000 in 1911-12 and £7,000,000 in 1912-13, part of the purchase of the National Telephone Company's Undertaking.

Under the Finance Act, 1907, the Revenue which had been assigned to local purposes was paid into the Exchequer in 1907-8, and the amounts formerly paid direct to the Local Taxation Accounts, &c., became a charge on the Consolidated Fund. For the purpose of comparison the figures for prior years have been adjusted.

Army Expenditure.

					Exchequer Issues.
1903-4	...	...	...	...	£36,677,000
1904-5	...	...	...	...	29,225,000
1905-6	...	...	...	...	28,850,000
1906-7	...	...	...	...	27,765,000
1907-8	...	...	...	...	27,115,000
1908-9	...	...	...	...	26,840,000
1909-10	...	...	...	...	27,236,000
1910-11	...	...	...	...	27,449,000
1911-12	...	...	...	...	27,649,000
1912-13	...	...	...	...	28,071,000

Navy Expenditure.

Exchequer Issues.

1903-4	...	...	...	...	£35,476,000
1904-5	...	...	...	...	36,830,000
1905-6	...	...	...	...	33,300,000
1906-7	...	...	...	...	31,434,000
1907-8	...	...	...	...	31,141,000
1908-9	...	...	...	...	32,188,000
1909-10	...	...	...	...	35,807,000
1910-11	...	...	..	...	40,386,000
1911-12	...	...	...	...	42,858,000
1912-13	...	...	...	...	44,365,000

Civil Services and Revenue Departments.

Exchequer Issues.

1903-4	...	...	...	...	£45,027,000
1904-5	...	...	...	...	46,136,000
1905-6	...	...	...	...	47,556,000
1906-7	...	...	...	...	48,880,000
1907-8	...	...	...	...	50,929,000
1908-9	...	...	...	...	53,771,000
1909-10	...	...	...	...	62,045,000
1910-11	...	...	...	...	66,698,000
1911-12	...	...	...	...	70,499,000
1912-13	...	...	...	...	79,168,000

Proportion of Revenue contributed by Indirect and Direct Taxation respectively.

					Indirect.	Direct.
1905-6	...	...	...	...	49·7	50·3
1906-7	...	...	...	...	48·6	51·4
1907-8	...	...	...	...	48·9	51·1
1908-9	...	...	...	...	47·4	52·6
1909-10	}	..	...	...	43·6	56·4
1910-11						
1911-12	...	...	...	...	42·7	57·3
1912-13	...	...	...	...	42·4	57·6

TAXES REDUCED OR REMITTED.

A.—TAXES ON FOOD.

Year of Change.					Loss to Revenue in normal year.
1906-7	...	Tea (6 <i>d.</i> to 5 <i>d.</i> per lb.)	...	...	£1,120,000
1908-9	...	Sugar (4 <i>s.</i> 2 <i>d.</i> to 1 <i>s.</i> 10 <i>d.</i> per cwt.)	...	...	3,650,000
		and articles containing sugar	...	...	60,000
1911-12	...	Imported cocoa preparations	...	...
Total reduction on Food Taxes (carried forward)					£4,830,000

Year of Change.	Loss to Revenue in normal year.
Total reduction on Food Taxes (brought forward)	£4,830,000

B.—OTHER TAXES.

1906-7	...	Tobacco Duty	...	...	...	£170,000
		Coal Export Duty (1s. per ton)	...			2,600,000
1907-8	..	Income Tax—Duty on Earned Income when total Income does not exceed £2,000, reduced from 1s. to 9d. in the £	...	...	...	*1,250,000
1908-9	...	Glucose Duty	...	...	...	70,000
		Stamp Duty on marine policies	...			80,000
1909-10	...	Income Tax—Relief of Tax on £10 for each child under 16 years of age on Incomes between £160 and £500	..	...	..	640,000
		Additional Relief under Schedule A, Lands and Houses	...	...		500,000
1911-12	...	License Duties (Modified)	...	...		50,000
Total reduction of Taxes						<u>£10,190,000</u>

* The reduction in the assessments each year is—

1907-8	From 1s. to 9d.	...	£1,185,666
1908-9	" "	...	1,257,399
1909-10	From 1s. 2d. to 9d.	...	2,145,730
1910-11	" "	...	2,169,845
1911-12	" "	...	†2,215,000
1912-13	" "	...	†2,290,000
	† Estimated.		

TAXES INCREASED OR IMPOSED.

1907—8.					Yearly Yield.
Estate Duties—Rates of Scale on Estates exceeding £150,000 in value, increased	...	...	...	...	£1,200,000
1909—10.					
Spirits.—Increase of 3s. 9d. a gallon	...	...	...	...	1,800,000
Motor Spirit.—3d. a gallon	...	...	...	...	740,000
Tobacco.—Increase of 8d. per lb.	...	...	...	...	2,750,000
Motor Car Licenses	...	...	...	...	510,000
Liquor Licenses	...	...	...	...	2,370,000
	Carried forward	...	...	...	<u>£9,370,000</u>

							Yearly Yield.
	Brought forward	...	...	...	...	...	£9,370,000
Estate, &c., Duties:—							
Rates of Scale on Estates exceeding £5,000 in value increased;							
Settlement Estate duty increased from 1 per cent. to 2 per cent.;							
Amendment of Law in connection with powers of disposition;							
Revision of Rates of Legacy and Succession duties	...	...	...	...	...	...	6,900,000
Stamps.— Certain duties increased							1,430,000

Income Tax:—

Increase of 1s. rate to 1s. 2d. except in respect of earned incomes between £2,000 and £3,000;							
Super-tax on incomes over £5,000, 6d. in £ upon amount in excess of £3,000;							
Abolition of abatements, &c., as regards non-residents in the United Kingdom	...	...	...	...	...	...	8,700,000

Land Value Duties:—

Increment duty of 20 per cent. on increase of value;							
Duty of $\frac{1}{2}$ d. in £ on capital value of undeveloped land;							
Reversion duty of 10 per cent. on benefit accruing from termination of lease;							
Mineral Rights duty of 1s. in £ on Mineral Rents, &c.	...	...	...	...	...	...	*455,000

£26,855,000

* Increment Value Duty	...	...	£17,000
Undeveloped Land Duty	...	...	98,000
Reversion Duty	...	...	48,000
Mineral Rights Duty	...	...	292,000

£455,000

Yield of the New and Increased Duties imposed by the Finance (1909-10) Act, 1910.

1911-12	...	...	...	...	£24,588,000
1912-13	...	...	...	...	25,655,000

PRINCIPAL HEADS OF REVENUE. (Exchequer Receipts.)

	1909-10.	1910-11.*	1911-12.	1912-13.
Customs ...	£30,348,000	£33,140,000	£33,649,000	£33,485,000
Excise ...	31,032,000	40,020,000	38,380,000	38,000,000
Estate, &c., Duties	21,766,000	25,452,000	25,392,000	25,248,000
Stamps ...	8,079,000	9,784,000	9,454,000	10,059,000
Land Tax ...	150,000	1,220,000	750,000	700,000
House Duty ...	560,000	3,080,000	2,130,000	2,000,000
Property and In- come Tax ...	13,295,000	61,946,000	44,804,000	44,806,000
Land Value Duties	—	520,000	481,000	455,000
Post Office ...	23,030,000	24,350,000	25,700,000	29,175,000
Crown Lands ...	480,000	500,000	530,000	530,000
Suez Canal Shares, &c. ...	1,268,908	1,234,350	1,281,497	1,419,000
Miscellaneous ...	1,687,548	2,604,238	2,538,789	2,925,000
	<u>£131,696,456</u>	<u>£203,850,588*</u>	<u>£185,090,286</u>	<u>£188,802,000</u>

* Including arrears of 1909-10.

PRINCIPAL HEADS OF EXPENDITURE. (Exchequer Issues.)

	1909-10.	1910-11.	1911-12.	1912-13.
Consolidated Fund Services—				
1. National				
Debt ...	£21,757,661	£24,554,004	£24,500,000	£24,500,000
2. Other				
Services ...	11,098,950	12,908,663	13,039,100	12,518,000
	<u>£32,856,611</u>	<u>£37,462,667</u>	<u>£37,539,100</u>	<u>£37,018,000</u>
Supply Services—				
Army (including Ordnance Fac- tories) ...	£27,236,000	£27,449,000	£27,649,000	£28,071,000
Navy ...	35,807,000	40,386,000	42,858,000	44,365,000
Civil Services...	40,010,000	43,098,000	46,001,000	51,944,000
Customs and Excise ...	2,116,000	2,211,000	2,297,000	2,324,000
Inland Revenue	1,226,000	1,708,000	1,654,000	1,876,000
Post Office Ser- vices ...	18,693,000	19,681,000	20,547,000	23,024,000
Total Supply Ser- vices ...	<u>125,088,000</u>	<u>134,533,000</u>	<u>141,006,000</u>	<u>151,604,000</u>
Total Expenditure chargeable against Revenue	<u>£157,944,611</u>	<u>£171,995,667</u>	<u>£178,545,100</u>	<u>£188,622,000</u>

For fuller details, see "Statistical Abstract for the United Kingdom, 1897 to 1911." [Cd. 6399.] Price 1s. 9d.

ESTIMATED REVENUE AND EXPENDITURE, 1913-14.

Estimated Revenue, 1913-14.		Estimated Expenditure, 1913-14.	
	£		£
CUSTOMS	35,200,000	I.—CONSOLIDATED FUND SERVICES.	
EXCISE	38,850,000	National Debt Services:—	
ESTATE, &c., DUTIES	26,750,000	Interest and Management ..	16,944,000
STAMPS	9,800,000	Repayment of Capital	7,556,000
LAND TAX	700,000		24,500,000
HOUSE DUTY	2,000,000	Road Improvement Fund	1,340,000
INCOME TAX, including Super-Tax	45,950,000	Payments to Local Taxation Accounts, &c.... ..	9,665,000
LAND VALUE DUTIES	750,000	Other Consolidated Fund Services...	1,704,000
Total Tax Revenue	160,000,000	Total Consolidated Fund Services	37,209,000
		II.—SUPPLY SERVICES.	
POSTAL SERVICE	21,125,000	Army (including Ordnance Factories)	28,235,000
TELEGRAPH SERVICE	3,150,000	Navy	*46,309,000
TELEPHONE SERVICE	6,350,000	Civil Services:—	£
CROWN LANDS	530,000	Old Age Pensions	12,600,000
RECEIPTS FROM SUEZ CANAL SHARES AND SUNDRY LOANS ...	1,370,000	Insurance and Labour Exchanges	7,499,000
MISCELLANEOUS	2,300,000	Other Civil Services (including Public Education)	34,889,000
Total Non-Tax Revenue	34,825,000		54,988,000
Total Estimated Revenue	194,825,000	Customs and Excise, and Inland Revenue Departments	4,533,000
<i>Add—Sum to be taken from Exchequer Balances for Shipbuilding arrears of 1911-12 and 1912-13 ..</i>	<i>1,000,000</i>	Post Office Services	21,366,000
		Total Supply Services	158,431,000
Total	195,825,000	Total Estimated Expenditure	195,640,000
		Balance	185,000
		Total	195,825,000

* Including £1,000,000 Shipbuilding arrears from 1911-1912 and 1912-1913.

DEVELOPMENT COMMISSION.

The Development Commission, which was foreshadowed in Mr. Lloyd George's Budget speech of 1909, was appointed by Royal Warrant in May, 1910, for certain purposes relating to the economic development of the United Kingdom specified in the Development and Road Improvement Funds Acts, 1909-10.

The Development Fund, created under the first of these Acts, consists of a sum of £2,900,000, provided by Parliament for the period ending with the financial year 1914-15.

This Fund is drawn upon by the Treasury, on the recommendation of the Development Commissioners, for making advances, either by way of grant or by way of loan, to a Government Department, or through a Government Department to a public or quasi-public body, for the following purposes:—

- (a) Aiding and developing agriculture and rural industries.
- (b) Promotion of Forestry.
- (c) Reclamation and drainage of land.
- (d) Improvement of rural transport.
- (e) Construction and improvement of harbours.
- (f) Construction and improvement of inland navigations.
- (g) Development and improvement of fisheries.

The Development Commissioners consist of the following eight members, who retire one every year, but may be re-appointed:—The Right Hon. Lord Richard Cavendish (Chairman), Mr. Vaughan Nash, C.V.O., C.B. (Vice-Chairman), Sir Sainthill Eardley-Wilmot, K.C.I.E., Sir William Haldane, Mr. H. Jones Davies, J.P., Mr. M. A. Ennis, J.P., Mr. A. D. Hall, F.R.S., and Mr. Sidney Webb, LL.B.

The Commissioners have no executive powers. Their prime duty is to consider and report to the Treasury on applications referred to them for advances from the Development Fund. All applications for advances from the Fund must, in the first instance, be addressed to the Treasury. The bodies empowered by the Act of 1909 to make application are:—

1. Government Departments.
2. Local Authorities.
3. Educational Institutions.
4. Associations of persons or companies not trading for profit.

The Treasury decide whether the applications are in order, and, if so, forward those received from Government Departments direct to the Commissioners, while those received from other bodies are sent to the Government Department concerned, who are required to transmit them in due course to the Commissioners with a report on the merits of the proposals put forward. The Commissioners are not bound by a Department's report.

As far as possible, the Commissioners' policy in dealing with applications is to consider them in their relation to the needs of the country as a whole. They do not as a rule consider an application simply as a disconnected unit, but rather in the light of a policy which takes account of a wider area than a single district or institution. Nor do they recommend advances in relief of existing expenditure; they

stipulate that grants from the Development Fund shall be used to promote new work, and in some cases to promote expenditure from other sources.

AGRICULTURE.

One of the largest grants recommended by the Commissioners is a sum of £325,000, to be spread over the period ending March, 1916, for the provision of farm institutes throughout the country, and of other means for the development of agricultural instruction. This work is to be carried out by the local education authorities under the supervision of the Board of Agriculture and Fisheries.

Nor have the higher branches of agricultural education been overlooked by the Commissioners. They have settled and are financing a comprehensive scheme of research and advisory work at agricultural colleges and universities in England and Wales, which is estimated to cost some £45,000 or £50,000 a year when in full operation; and have also granted large sums for the building accommodation required at those institutions by the consequent expansion of their work. To Scotland they have provisionally allocated a sum of £60,000 for enlarging the three agricultural colleges, an annual sum of £5,000 for the colleges' extension work, and a further sum not yet settled for research. Ireland will receive £5,000 per annum for technical advice in agriculture and similar purposes.

The Commissioners have thus assisted in promoting an organic system of research, technical advice and education throughout the country. At the head will be the research institutes, each carrying forward the investigation of a particular branch of agricultural science, and, with similar Irish and Scotch institutions, covering practically the whole field of that science. Next there will be the colleges, whose duty it will be to provide the highest form of education in agriculture, to demonstrate by experiment the application to local conditions of the results obtained by the research institute, and to advise farmers within their areas on the more difficult problems of practice. Last, there will be the farm institutes, closely connected with the colleges, providing education for classes to whom the long college course is unnecessary or impossible, and, finally, by means of the itinerant county staff centred at them, advising the farmers in the simpler and less far-reaching difficulties which require for their solution no great scientific knowledge nor prolonged scientific training.

The interests of agriculture have further been promoted by grants from the Development Fund of over £120,000 for encouraging the breeding of light horses in Great Britain and Ireland; of £30,000 for live-stock breeding in England and Wales; and of £20,000 for the establishment of a cattle-testing station in England.

Co-operation in agriculture is a subject that has engaged the close and careful attention of the Commissioners. From the outset, they recognised the importance of working through the existing voluntary societies. For England and Wales, they secured the reconstitution of the Agricultural Organisation Society, to whom they have entrusted the expenditure of £12,000. They have obtained representation for the county councils and the agricultural colleges of Scotland on the Agricultural Organisation Society of that country, conditional on an annual grant of £1,000, which has now been paid for the second time.

They have recommended £2,000 to the Irish Agricultural Organisation Society as a first grant, on conditions intended to provide for a more representative governing body and secure that the Society's work shall be confined to purely agricultural objects.

FORESTRY.

Another subject of growing interest that has been given detailed attention by the Development Commissioners is that of Forestry. The claims of Ireland received first consideration, since that country has a smaller proportion of woodlands than any other country in Europe. In order to allow of schemes of State afforestation being started in Ireland, the Commissioners approved the expenditure of £25,000 on buying suitable land for the purpose. As the land is acquired from time to time in various parts of the country, they go carefully into the details of schemes for planting and developing the estates. It is possible that assistance from the Development Fund will be found for planting some 15,000 acres in Ireland.

At the same time, the Commissioners have realised the importance of technical training and general instruction in forestry. They have already recommended the expenditure of more than £18,000 on research and advisory work and on the provision of forestry schools and laboratories in England and Wales, and of some £11,000 for teaching, buildings, and a forest garden for the benefit of students at Edinburgh University and the East of Scotland Agricultural College. Further, they have agreed to consider the provision of a forest demonstration area for Scotland, and they have before them at present schemes for aiding forestry research and advisory work in that country. They are also in negotiation with certain municipal authorities for the afforestation of water catchment areas in England, in Wales and in Scotland.

TOBACCO GROWING.

By way of aiding in the revival of the tobacco industry in the United Kingdom, the Commissioners have sanctioned an expenditure of £70,000 to be spread over ten years for further experiments in Ireland. More recently they recommended an advance of £7,500 for the year 1913-14 to the British Tobacco Growers' Association for experiments in England.

INLAND NAVIGATION.

Advances of nearly £30,000 have been sanctioned by the Commissioners for the improvement of inland navigation. The question of improving rural transport in general and of land reclamation is receiving the attention of special committees of the Commissioners; and a grant has been made for inquiries into the administrative and financial aspects of land drainage in the Eastern Counties.

FISHERIES AND HARBOURS.

Advances to the aggregate amount of £206,000 have been recommended by the Development Commission for the development and improvement of the fishing industry in the United Kingdom.

Of this sum, £163,400 has been allocated to the improvement of fishing harbours, and £42,600 to a variety of purposes connected directly or indirectly with fisheries, including research work, the purchase of dredgers, the encouragement of motor boat fishing, the cultivation of oysters, &c., &c. In England, the principal assistance to the fisheries has hitherto been given in the form of advances in aid of research. Advances up to £10,000 have been recommended on the application of the Board of Agriculture and Fisheries for the maintenance of a research vessel up to 31st March, 1914. Other advances amounting in the aggregate to £6,510 have been recommended in aid of researches carried out by the Board or by institutions and local fishery authorities in England and Wales. A grant of £2,000 and a loan of £5,000 have also been recommended for the improvement of Newlyn Harbour.

In Scotland, the introduction of new methods of fishing and the use and increasing size of steam trawlers have led to an urgent demand for better harbour accommodation. Consequently, the amount available for fisheries has chiefly been required in connection with the improvement of harbours. Advances up to £117,425 have been recommended for this purpose, of which £51,325 represent grants, and £66,100 loans. A sum of £612 has been recommended for research.

In Ireland, the Department of Agriculture and Technical Instruction were informed by the Development Commission that grants to the amount of £50,000 would be allocated to Irish fisheries over a period of five years.

This figure is exclusive of a grant of £4,250 which was made for the purchase of a dredger.

Of the above £50,000, £39,000 has been recommended for harbour improvements.

Other advances have been recommended in aid of the cost of dredging, for the improvement of oyster fisheries, and for providing instruction in the use of marine engines.

The Congested Districts Board has also been informed that the Commissioners are prepared to recommend grants up to £50,000 for the improvement of the fisheries within their jurisdiction over a period of five years, but except for advances of £4,250 and £2,500 for dredging similar to those made to the Department of Agriculture and Technical Instruction for Ireland, no portion of the above sum has yet been allocated.

The Commissioners have also expressed their willingness to recommend a loan from the Development Fund of £20,000 for the purpose of providing fishermen with modern fishing vessels, but only £9,000 has up to the present been required.

ROAD BOARD.

MEMBERS :

(Appointed by the Treasury.)

SIR GEORGE S. GIBB (*Chairman*), THE RT. HON. LORD PIRRIE, K.P.,
THE RT. HON. LORD ST. DAVIDS, and THE RT. HON. SIR J. H. A.
MACDONALD, K.C.B. [*Lord Kingsburgh*]. (*One vacancy.*)

Secretary.—MR. W. REES JEFFREYS.

Constitution.—The Road Board was constituted under Regulations dated May 13th, 1910, made by the Treasury under Section 7 (1) of Part II. of the Development and Road Improvement Funds Act, 1909 (9 Edw. VII., c. 47).

Duties.—The duty of the Road Board is to administer the Road Improvement Fund, and they have power, with the approval of the Treasury—

(a) To make advances to county councils and other highway authorities in respect of the construction of new roads or the improvement of existing roads ;

(b) To construct and maintain any new roads ;
which appear to the Board to be required for facilitating road traffic.

Road Improvement Fund.—The Road Improvement Fund is formed out of the proceeds of the duties imposed by the Finance (1909–10) Act, 1910 (10 Edw. VII., c. 8), on motor spirit and certain additional duties imposed upon motor cars. Payments into the fund from the motor spirit duties in each financial year to date have been as follows :—

1909–10 (from April–June, 1909) ...	...	£290,702 15 9
1910–11 ... ..	...	410,376 5 7
1911–12 ... ..	...	591,781 18 7
1912–13 (up to 11th April, 1913) ...	...	664,713 0 0
Total ... ..	...	<u>£1,957,573 19 11</u>

The proceeds from the additional license duties on motor cars are as follows :—

1910–11 (from 1st January, 1910) ...	£460,265 17 6
1911–12	403,270 19 11
1912–13 (up to 11th April, 1913) ...	458,588 0 0
Total	<u>£1,322,124 17 5</u>

Annual Reports.—The Board have issued two Annual Reports, the first dated 18th August, 1911 (No. 292), and the second dated 1st August, 1912 (No. 290), in which the policy pursued by the Board and the procedure adopted is fully explained.

Tests of Materials.—The Board have assisted in carrying out tests of road materials with the view of ascertaining those most suitable for traffic under varying conditions. A Report on the tests carried out at Sidecup in Kent, Fulham and Wandsworth, was published on behalf of the Board by Messrs. Waterlow & Sons, Limited, price 2s.

Laboratory.—The Board have also entered into an arrangement with the National Physical Laboratory at Bushey to establish and operate a road-testing laboratory.

Standardisation of Stone.—Steps have been taken to set in motion the standardisation of the gauge of broken stone used in road making.

General Directions and Specifications.—The Board have also issued General Directions and Specifications relating to the Tar Treatment of Roads and for the surfacing of an existing road with water-bound materials, prepared by an Advisory Committee of Engineers appointed by them.

State of Employment.—Section 18 of the Development and Road Improvement Funds Act, 1909, provides that “in approving, “executing or making advances in respect of the execution of any work “under this Act involving the employment of labour on a considerable “scale, regard shall be had so far as is reasonably practicable to the “general state and prospects of employment.” During the time that the Board have been in operation the general state of employment has been exceptionally good, and the Board have taken this into consideration in making their grants.

Advances.—The Board issued its first circular to Local Authorities in July, 1910, and the first grant was formally made on the 6th February in the following year. Up to the 31st March, 1913, the total advances made by the Board by way of grant, and the purposes for which these grants were made, are shown in the following table:—

		Improve- ment of Road Crusts.	Road Widenings and Improve- ment of Corners and Curves.	Road Diversions.	Reconstruc- tion and Improvement of Bridges.	New Roads and Bridges.	Total.
		£	£	£	£	£	£
England	..	681,109	62,753	13,426	37,734	59,578	854,600
Wales	... ..	19,884	18,718	3,399	451	1,000	43,452
Scotland	...	130,179	4,881	7,434	6,202	—	148,696
Ireland	... ..	82,228	1,656	—	90	—	83,974
Total	£	913,400	88,008	24,259	44,477	60,578	1,130,722

The Board have also made advances by way of loan amounting to £106,469 10s.

In addition to the above, the Board have indicated to individual Highway Authorities £1,077,659 by way of grant and £535,370 by way of loan, which sums are now in course of distribution as the details of the works of improvement are settled.

NATIONAL HEALTH INSURANCE.

Chancellor of the Exchequer:

THE RT. HON. D. LLOYD GEORGE, M.P.

National Health Insurance Joint Committee:

Chairman: THE RT. HON. C. F. G. MASTERMAN, M.P.

Vice-Chairman: SIR ROBERT L. MORANT, K.C.B.

National Health Insurance Commissions:

Chairman of English Commission: SIR ROBERT L. MORANT, K.C.B.

Chairman of Scottish Commission: JAMES LEISHMAN, Esq.

Chairman of Irish Commission: JOSEPH A. GLYNN, Esq.

Chairman of Welsh Commission: T. J. HUGHES, Esq.

The National Insurance Act, 1911, which received the Royal Assent on December 16th, 1911, is designed to deal with the two problems of Sickness and Unemployment as affecting the industrial population. The central administration of the Health provisions is vested by the Statute in four bodies of Commissioners, appointed by the Treasury, for England, Scotland, Ireland and Wales, and in a Joint Committee of the several bodies. The functions of this Committee and the division of powers between the various bodies are set out in Section 83 of the Act and in the regulations made under it by the Treasury.

A Treasury Minute, dated December 27th, 1911, defines the functions of the Commissioners as twofold in character: judicial (or quasi-judicial) and executive. In regard to executive matters, subject to review by Parliament, the Commissioners are necessarily in close touch with the Ministers responsible to Parliament, viz., the Chancellor of the Exchequer and the Financial Secretary to the Treasury, who, as Chairman of the Joint Committee, acts as his deputy in Insurance matters.

The Commissioners and the Joint Committee were appointed before the end of December, 1911, and at once proceeded to acquire premises

and to enlist staffs. The indoor staffs were mainly recruited by the transfer of existing civil servants, due regard being had to the particular needs of Scotland, Ireland and Wales, and to the various classes of work requiring to be performed. In determining the method of recruitment of the outdoor Inspecting Staff, the Commissioners were aided by a Committee presided over by Sir Francis Mowatt, whose Report was presented to Parliament (Cd. 6,231). Candidates were selected on the lines recommended by this Committee by an outside Committee from nearly 35,000 applicants (about 30,000 men and 5,000 women) on account of special qualifications for this class of work, and (with the exception of some who were already Civil Servants) the actual appointments were made on the results of a competitive examination by the Civil Service Commission of those so selected. Another Committee, presided over by the Comptroller and Auditor-General was set up with a view to the appointment of the staff of the Audit Department, which is a department of the Treasury.

In dealing with the administration of the Health provisions of the Act, it will be convenient to give first a brief survey of the preliminary work that had to be done in the seven months before they were put into operation.

The scope of Part I. of the Act includes, roughly speaking, the working population of the United Kingdom outside the income-tax paying classes. It embraces nearly 14,000,000 persons who, together with their dependants, form nearly three quarters of the entire population. The scheme of contribution is based on joint payments by the employer, the employed and the State. The total amount of these contributions is estimated during the first complete financial year at about £22,000,000, and will increase annually. The estimated expenditure on benefits during the same period is nearly £17,000,000. This is in addition to an annual charge commencing at about £4,250,000 set aside to pay off the debt of some £87,000,000 present value incurred in crediting insured persons with reserve values which permit them, while entering later in life, to pay only the same contributions as if they had entered into insurance at the age of sixteen. This debt is estimated to be extinguished in just over eighteen years, when the annual income so earmarked will become available for increased benefits.

The Act came in operation on July 15th, 1912, and at the same time the first of the benefits, sanatorium benefit, commenced. Medical, sickness and maternity benefits came into operation in the middle of January, 1913, and disablement benefit will become available in July, 1914.

As soon as possible after the appointment of the Commissioners, Departmental and Office Committees were appointed to consider the many problems of administration that presented themselves. Advisory Committees were set up under Section 58 in connection with each body of Commissioners, each of them in its final composition a miniature of the whole industrial system of the community. These Committees met frequently and gave most useful advice and assistance in the framing of regulations under the Act.

As a result of the recommendations of an Office Committee, regulations as to the collection of contributions were issued in May, adopting the scheme of a quarterly contribution card for each insured person on which a stamp, representing the value of the contribution payable, has to be placed by the employer at intervals coinciding with the payment of wages. These cards are usually returnable through societies approved by the Commissioners. Extremely valuable assistance in the distribution of something like fourteen million cards a quarter has been given by the Stationery Office. Experience has shown that the methods adopted for collecting and duly crediting contributions amounting annually to over £18,000,000, operate with rapidly increasing ease and effectiveness, and much of their initial success is due to the hearty co-operation of the Post Office.

A Committee on Tuberculosis was appointed by the Chancellor of the Exchequer under the Chairmanship of Mr. Waldorf Astor, M.P. (p. 275), and has issued interim and final Reports. These are published as Cd. 6,164, 6,641 and 6,651. The Insurance Committees for the 233 counties and county boroughs in the four kingdoms who are responsible for the administration of this benefit were constituted in the manner explained below (p. 273).

Committees on the position of Crown Servants and on Outworkers, under the Chairmanship of Sir Matthew Nathan, G.C.M.G., and Sir Ernest Hatch, Bart., respectively, made valuable Reports, which have been presented to Parliament (Cd. 6,234, 6,315, 6,178 and 6,179). A Committee of the Insurance Commission considered the application of Section 47, under which reduced contributions are payable in certain classes of employment, where the custom prevails of paying full wages during periods of illness, and as a result these provisions were, under specified conditions, extended to certain crown and municipal employees, domestic servants, clerks and agricultural labourers. Other Committees considered the legal and administrative questions arising in connection with the application of the Act to special classes of employment. An Actuarial Advisory Committee, including several actuaries of high standing, was also appointed to consider the matters, such as the issue of tables of special rates of benefit in certain cases, on which the Commission required actuarial advice. The result of the labours of these and other Committees is embodied in the numerous Regulations, Orders, Tables and Explanatory Memoranda issued.

A further important branch of the preliminary work was the granting of individual claims for exemption from the compulsory provisions of the Act, and the determination of the liability of certain persons and classes of persons to become insured (see p. 278). This work was greatly expedited by the agency of officers of Customs and Excise, who received the majority of the applications and gave them a preliminary examination.

It must be borne in mind that the scheme of administration of the Act, so far as the crediting of contributions and the administration of the sickness, disablement and maternity benefits is concerned, is based on the principle of utilising the services of voluntary and independent organisations, many of which, like the older friendly societies, have long been in existence and to which the people whom the Act was designed to benefit were already attached by ties of custom and interest. In this

way, officials and organisation fitted for the kind of work entailed by the scheme were enlisted in its service. In all, about 2,600 societies were approved under Section 23. Some of these are large societies operating in the four kingdoms; some of them are small village societies. Friendly societies, slate clubs, trade unions, women's societies, employers' provident societies and industrial assurance companies undertook or formed separate sections for undertaking State Insurance, and prepared rules under the guidance of the Commissions. Many of the societies approved have numerous separate branches which are for some purposes virtually separate societies. The number of societies and branches approved reaches a total of nearly 23,500.

It was realised at the outset that very extensive arrangements would have to be made to secure that the requisite information should be so widely disseminated as to secure that the 14,000,000 insured persons and their employers affected by the Act should be able to take full advantage of their privileges and properly realise their duties under the scheme. A Committee of the Insurance Commission was appointed which very thoroughly considered this problem. The greater friendly societies, dividing societies, trade unions, industrial assurance societies and women's organisations had already pressed for the immediate supply of information to their officials, and it was considered that the easiest and most effective way of instructing the classes of people affected was to secure that the officers of such societies and organisations should thoroughly understand the Act. To this end, the Commission engaged and trained a staff of temporary official lecturers, including members of the Bar, persons accustomed to lecturing to working class audiences and members of friendly societies and similar organisations. Their first attention was directed to giving courses of lectures to friendly society officials throughout the country. Every known society in the district, where a course was being held, was invited to nominate representatives to attend, and invitations were put into the local press to reach all societies not specially invited. In addition to lecturing, the lecturers gave advice and information to society officials. By July 15th, most of the important provincial towns had been visited. Special classes for women, conducted by women lecturers, were arranged in a large number of centres for the benefit of working women's organisations and for social workers who were likely to be able to give advice and assistance to working women in regard to the Act.

Meetings of employers' organisations, organised by Chambers of Commerce and similar bodies, were addressed in many important centres, and special arrangements were made to convey information to the scattered population of rural counties, these latter meetings, which were public, being widely advertised in the local Press. The lectures were all completed before the end of July, when 40,000 society officials and nearly 1,000,000 insured persons had attended lectures or courses of lectures.

Not the least important point to which the official lecturers directed their attention was to impress on the public the advantages of taking their benefits through the approved societies and not drifting into the class of deposit contributors, and it is worth noting in this connection

that over 96 per cent. of the total number of insured persons have now joined approved societies.

The Committee made arrangements for the production and distribution of leaflets and pamphlets, and the fact that by the 31st July, in England alone, 50,000,000 copies of explanatory leaflets had been distributed is evidence of the scope of this work. Among the variety of aspects treated may be mentioned the duties of employers and the position of dividing and slate clubs, trade unions, small societies, domestic servants, charwomen, aliens, casual labour and the mercantile marine. Sailors and soldiers were instructed as to their position by means of special leaflets issued by the Admiralty and War Office in conjunction with the Commission.

Very valuable help was given by the Post Office in undertaking early in July a house-to-house distribution throughout the United Kingdom of a general explanatory pamphlet.

Posters drawing attention to the operation of the Act, and referring to sources of information, were widely and prominently displayed throughout the land.

The Audit Staff explained to society officials the financial and accounting requirements of the State Insurance Scheme.

Finally, lectures were delivered, where necessary, in Gaelic, Irish, Welsh, French and German, and to deaf mutes. Certain leaflets and posters were translated into Gaelic, Irish and Welsh, and posters were issued in Yiddish. In these ways, and by means of numerous circulars, conferences, &c., and a correspondence that at some times, in England alone, reached 7,000 letters a day, the way was prepared, and, as it proved, successfully prepared, for the insurance of the fourteen millions affected by the Act.

The following notes describe the work of administration in somewhat greater detail.

Insurance Committees.—The Insurance Committees, which number 233 (England, 121; Scotland, 56; Ireland, 39; Wales, 17), are composed of members representing insured persons, doctors, local authorities, and of persons appointed by the Insurance Commissioners. District Insurance Committees are being formed in each Insurance Committee area for boroughs with 10,000 inhabitants or more, and for urban districts with not less than 20,000. Local Medical Committees, which are considered by the Commissioners as representative of medical practitioners in the area of any Committee or District Committee, are being recognised and consulted by the Insurance Committee or District Committee on general questions relating to the administration of medical benefit.

The main duties of the Insurance Committees are the administration of medical and sanatorium benefit, and also, in the case of deposit contributors, of sickness, disablement and maternity benefit. They have power also to make reports on the health of their areas and to disseminate information on questions of health.

For medical benefit, the normal system contemplated by the Act, known as the "Panel" system, was adopted during the progress of the Bill through the House of Commons, in deference to the views of the medical profession, who objected to control by friendly societies. Under

this system, every registered medical practitioner has a right to go on the Panel and is paid on a capitation or an attendance basis according to the plan adopted by the Committee. Each insured person in the area has then the right of selecting any doctor on the Panel, subject to his acceptance by the doctor selected. The residue of persons who have not chosen their doctor, or who have been refused, are allocated among the doctors on the Panel by the Committee. The Committees may also, if they think fit, in areas where Panels have been formed, require persons whose income exceeds a limit fixed by them, and allow any other persons, to make their own arrangements for receiving medical attendance. Persons who are entitled to receive attendance through any system or institution existing at the time of the passing of the Act, and approved by the Committee and the Commissioners, may receive a contribution towards the cost of that attendance in lieu of the usual medical benefit.

During the period preliminary to the coming into operation of medical benefit, the medical profession raised a number of points which formed the subject of considerable discussion with the Advisory Committee and with representatives of the British Medical Association, and on many of those an agreement was ultimately reached. In regard to the question of remuneration, the Government always recognised that, owing to changes made during the passage of the Bill, an additional contribution from the Exchequer in aid of medical benefit would be needed; and, after careful investigation of the whole problem (including a special inquiry by Sir W. Plender, Cd. 6,305), the Government in October, 1912, announced that they proposed to make an extra grant of 2s. 6d. per head, per annum, on conditions that would secure enhanced efficiency of medical service. It was stipulated, as a condition of this grant, that doctors should give the certificates necessary for sickness and disablement benefit, and should keep such simple records as were requisite. Extra grants were also promised for drugs used during periods of abnormal sickness and for mileage in sparsely populated districts. These grants were voted by Parliament in February, 1913. By the 15th of January, there were well over 16,000 doctors on the Panels, and in all but a few small areas a completely adequate service was secured.

A Committee under the Chairmanship of Sir John A. Dewar, Bart., M.P., was appointed to consider the question of medical service in the Highlands and Islands of Scotland and reported on December 24th, Cd. 6,559. A special grant for mileage in those districts was made by Parliament as a consequence of this report. Another Committee, presided over by Lord Ashby St. Ledgers, was appointed to consider the question of extending medical benefit to Ireland.

In response to representations received from unregistered chemists, a committee was appointed early in March, 1913, to consider whether any alteration was desirable in the conditions as to the supply of drugs, medicines and appliances, imposed by Section 15 (5) (iii.) of the Act.

The National Insurance Act contained for the first time statutory provision of a definite fund (Sanatorium Benefit Fund) amounting to about £900,000 for the United Kingdom, for the treatment of tuberculosis, and under its provisions Insurance Committees were required to make arrangements at the cost of this fund with local authorities or other persons undertaking the treatment of the disease.

At the same time, under the Finance Act, 1911-12, a sum of £1,500,000 was provided for distribution by the Local Government Boards for England and Wales, Scotland and Ireland in aid of the Capital expenditure necessary to provide the various institutions, and grants from this fund have been made available to county and county boroughs on production of schemes for dealing with tuberculosis to satisfy the standard of requirements.

Insurance Committees are primarily concerned with obtaining treatment for insured persons, but provision was made in the Act by which the benefit may be extended to the dependants of the insured.

It was also recognised that if the campaign against tuberculosis was to be effective, provision must be made for treating the population at large, that is, non-insured persons as well as the insured, and this has necessitated a co-ordinated scheme of institutions and means of treatment on an elaborate scale.

In order to advise the Government as to the best method to be adopted for the object in view, a Departmental Committee on Tuberculosis was appointed by the Chancellor of the Exchequer in February, 1912. The Committee reported in May, 1912 (Cd. 6,164), in favour of a scheme by which tuberculosis should in any given area be combated by means of two classes of institutions, namely:—

- (a) Tuberculosis Dispensaries, and
- (b) Residential Institutions,

including Sanatoria for early cases of the disease, and hospitals for advanced cases; the whole organisation to be under the supervision of a tuberculosis officer.

Before the Insurance Act, the available institutions definitely established for the treatment of tuberculosis were comparatively limited in number, and although a few of the larger County Borough Councils had exercised their general powers under the Public Health and Isolation Hospitals Acts to provide dispensaries and sanatoria or other residential institutions, the available establishments for treatment were for the most part private foundations, many of them of a charitable nature.

Thus, Insurance Committees were confronted with a difficult problem in having to find accommodation in a short space of time sufficient to provide treatment for the insured persons and their dependants who require it.

The fact that Parliament recognised that there was a deficiency of accommodation, and accordingly set aside a large grant in aid of the provision of additional accommodation, must be borne in mind in considering the work done by the Insurance Committees in the first few months of their existence.

In the four months between 15th July and 20th November, the Insurance Committees of the four countries had provided treatment for 3,773 persons suffering from tuberculosis. Of this number, 2,172 had been treated in sanatoria, and 587 at tuberculosis dispensaries, and 1,014 at home under the care of private practitioners, at a total cost of £37,000 (Cd. 6,625).

During a further period ending on February 4th, a large number of additional cases were treated, the total number of insured persons and

their dependants who had received treatment in residential institutions (in addition to those receiving treatment through dispensaries and at home) then amounting to 3,360 in England, 349 in Wales (including 150 treated by Welsh Memorial Association), 664 in Scotland, and 380 in Ireland—making a grand total of 4,753.

In the first six months of the Act, the domiciliary treatment of insured persons suffering from tuberculosis was carried out by means of arrangements made with the patients' private practitioner, who was paid a fixed fee, usually 2s. 6*d.* per visit. Arrangements were subsequently made, whereby the doctors on the panel receive an extra 6*d.* (from the Sanatorium Fund), in respect of each of the insured persons on their lists, and treat any of them who may be recommended for domiciliary treatment.

The National Insurance Act provides that, in cases where the Insurance Committees extend Sanatorium Benefit to dependants, any estimated excess of expenditure over income may be met, as to half, by the Local Authority, and, as to the other half, from the Exchequer where the expenditure has been sanctioned by the Local Authority and the Treasury. It has now been decided that the Exchequer will definitely pay half of the deficiency in all cases where the Local Authority has accepted the like responsibility.

In view, moreover, of the great advantage, in the interests of the community as a whole, of schemes covering not only insured persons and their dependants (who together form the great bulk of the population) but also those who fall within neither category, it has been decided that in this case also the Exchequer will, under the following conditions, bear half of any deficiency.

It is contemplated that, where such comprehensive schemes are undertaken by the Local Authorities, the Insurance Committees (while remaining responsible for seeing that insured persons and any dependants to whom they have extended the benefit receive the appropriate form of treatment) will hand over to the Local Authorities the sums available for institutional treatment. The Local Authority will then undertake the institutional treatment of all classes, including insured persons.

In such cases, the Exchequer will pay half of the total net cost of the whole scheme (covering dispensaries, sanatoria and hospitals, &c.), after deducting the amounts received from Insurance Committees and any sums received in respect of the treatment of uninsured persons or otherwise.

Approved Societies.—It has already been explained that, except as regards the medical and sanatorium benefits, and the small and diminishing class of deposit contributors, the Act operates through the agency of approved societies. The varying nature of the societies has also been described.

The first work in connection with these societies was the examination and adjustment of their constitutions and rules, with a view to fitting them for work under the Act. This, of course, entailed detailed correspondence with individual societies, but the work was greatly expedited by the issue of different sets of Model Rules adapted to the requirements of different types of societies. It will be seen from the

figures on page 280 that certificates of approval have been given to over 2,500 separate societies, and that the total number of approved societies and branches is about 23,500.

After the societies had become approved, they at once proceeded to complete the detailed arrangements for the administration of sickness and maternity benefits, which began to be payable on January 13th. Their new duties under the Act were necessarily onerous and difficult, and in many respects different from anything in their previous experience of private and voluntary insurance. In both their preliminary preparations and their actual administration of the benefits, they have therefore constantly asked, and freely received, assistance and guidance from the Commissioners.

A comprehensive Handbook on the administration of Sickness and Maternity Benefits, dealing in detail with the work of societies and officials under the Act, has been compiled and issued to all secretaries of societies and their branches.

Advice has been given to societies as to the procedure to be followed by insured persons when claiming benefit; and model "declaring-on" and "declaring-off" notes, medical certificates, and other forms have been issued.

Arrangements have been made for the transfer of insured persons from one society to another, and for the transfer of deposit contributors to societies, and *vice versa*.

The Act provides that the benefits to be given in the case of some special classes of insured persons are to be such as the society determines. Societies naturally desired the benefit of official actuarial advice in determining such benefits, and tables have been issued accordingly for their guidance.

Provisional regulations have been issued, providing for the procedure to be followed on Appeals by insured persons to the Commissioners from the decisions of approved societies and in other cases.

A certain number of complaints have, of course, been received from insured persons since benefits became payable, and an opportunity has thus been afforded of giving assistance to society officials just where experience showed that it was needed in the early months of their new work.

Advice has been similarly given in response to a very large number of letters received direct from society officials, asking for advice on matters of administration and raising questions as to the interpretation of the Act and the Regulations.

Opportunity has also been found to encourage smaller approved societies, which intend to associate for valuation purposes, in forming various organisations, the chief feature in which is the existence of a central body for affording general advice and assistance, principally in the matter of keeping accounts.

The Commissioners' Inspectors have also been in close touch with a large number of the smaller societies, and have given them assistance in the initial stages of their work.

Collection of Contributions, Exemptions, &c.—The compulsory provisions of the Act apply to practically every person in the

United Kingdom between the ages of 16 and 70 who works for an employer, either in manual labour at any rate of remuneration, or otherwise than in manual labour at a rate of remuneration not exceeding in value £160 per annum. As has already been explained, this includes about 14 million persons, who, with their dependants, form about three quarters of the entire population. The classes of persons that are, or may be, excepted from insurance have already been described in the preliminary summary. The power to exclude subsidiary occupations by Special Order has been exercised in the case of part-time employments in connection with places of religious worship, societies, clubs and theatres, and under lighthouse and lifeboat authorities, and also (conditionally) in the case of certain agricultural employments.

The classes of employment excepted by the terms of the Act are set out in Part II. of the First Schedule, but the Commissioners have power to include within the scope of the operation of the Act persons so excepted. This power has been exercised by including married women outworkers. The Special Order including them was the subject of an exhaustive inquiry by Mr. Samuel Pope, Barrister-at-Law, whose recommendation that no class of outworkers should be excepted has been adopted by the Commissioners (Cd. 6,600). The power in Sub-section (κ) of Part II. of Schedule I. has been exercised to except fishermen in the ports of Penzance and St. Ives, who are paid by share in the profits of their vessel, and who receive a share during periods of sickness and disablement in accordance with a practice existing at the commencement of the Act.

The problem of casual labour in relation to the Act has engaged the earnest attention of the Commissioners, who took care at an early stage to issue regulations under which the greatest possible scope was allowed to employers to make arrangements for dealing with this difficult class of employment in the manner best suited to their own particular needs. Many schemes have been approved, applicable to a wide variety of circumstances, and ranging in importance from that in force in Liverpool Docks, which applies to 58 employers and 28,000 workmen, to a scheme for the insurance of a few porters in a certain coal yard. In the case of a considerable number of these schemes, which have been the means of regularising casual labour to some extent wherever they are in force, the agency of the Labour Exchanges has been employed under the powers conferred by Section 99 of the Act.

136,431 individual claims for exemption under Section 2 had been received up to April 21st, 1913, and of these 109,311 were granted. The vast majority of the holders of certificates are either pensioners, married women dependent on their husbands, or apprentices.

Exemption is also granted to so-called "Irish migratory labourers," *i.e.*, persons who have temporarily removed from some permanent home in Ireland to harvesting or other agricultural work in any part of the United Kingdom, and who, for at least half the year, reside at their permanent home, and are not employed within the meaning of the Act.

Exemption from payment of contributions is given to managers of charitable and reformatory institutions who maintain and give medical attendance to their inmates, subject to a liability to put inmates in the institution, who leave after more than six months' stay, in the same

position as regards insurance under the Act as they would have been in normally.

The provisions of the Act as to contributions are modified in the case of certain classes of employment where it is customary to pay full wages during sickness. The Commissioners have issued Special Orders specifying (amongst others) employment as clerks, journalists, domestic servants, farm servants in certain localities, subordinate officials in public departments and employment under local authorities as employments in which such a custom prevails. Special provision has also been made in the case of a small number of private employers. In these cases, sickness benefit is not paid for the first six weeks of illness, and the contributions of the employer are reduced by 1*d.* weekly ($\frac{1}{2}$ *d.* in the case of a woman) and those of the employed person by 1*d.*

The Commissioners have made regulations under Section 66 as to the determination of questions arising as to whether particular classes of employment are within the scope of the Act; as to whether persons are entitled to become voluntary contributors; and as to rates of contributions payable. Power is taken under the Act to refer questions to the High Court for decision, and typical cases thus referred were those of curates and Nonconformist ministers, where it had to be decided whether a contract of service existed, and that of tailors' cutters, the question being whether they were manual workers. A large number of questions under this section have been decided by the Commissioners.

Regulations were made under Section 10 of the Third Schedule whereby an employer of outworkers, on giving proper notice, instead of paying contributions for each week in which work is done for him by a particular outworker to whom the regulations apply, pays a normal contribution for each unit of work done by the outworker. Certain units are specified in the regulations, *e.g.*, for certain forms of chain making, machine-made lace, and net finishing and glove making, and other units have been fixed from time to time. This alternative scheme of payment has been widely adopted.

Regulations have also been made respecting payment of contributions on behalf of persons employed by sub-contractors but working under the general control and management of some principal employer, and also dealing with the case of contributors employed by more than one person in a calendar week. The latter regulations include a method by which the various employers of charwomen and persons working under similar conditions may pay weekly contributions in rotation.

The number of complaints received as to non-payment of contributions and other matters has not been very considerable, having regard to the number of persons coming under the Act. Many of those received were in connection with farmers and other employers in agricultural districts. Only in a few instances has it been necessary to take cases into Court: these were nearly all against employers who refused to pay the legal contributions.

Actuarial.—The following Tables have been prepared :—

1. Voluntary Rates for Male and Female Insured Persons entering into insurance before the 15th day of January, 1913 (showing voluntary rates for males aged 45 years and upwards).

2. Voluntary Rates for Male and Female Insured Persons entering into insurance on or after the 15th day of January, 1913 (showing voluntary rates for males aged 16 years and upwards but under 65 years).

3. Voluntary Contributors' Arrears Regulations.

4. Table of Rates of Sickness Benefit and of Reserve Values applicable, save as provided in the Act, to men becoming employed contributors at the age of 17 or upwards subsequent to the expiration of one year from the commencement of the Act.

5. Table of Benefits for Persons entering an Approved Society at the commencement of the Act at ages between 65 and 70. Alternative No. 1: Rates and Conditions of Sickness Benefit. Alternative No. 2: Annual Allowances during Life.

6. Aliens. Rates of Sickness, Disablement and Maternity Benefits for Employed and Voluntary Contributors, and Benefits and Contributions for Married Women Voluntary Contributors during suspension from the ordinary benefits.

7. Additional Benefits for Males or Females of value equivalent to a reduction of Sickness Benefits under Section 9, Sub-section 2.

8. Tables of Reserve Values for Male and Female Insured Persons, dated 1st May, 1912 (showing Reserve Values in Great Britain or Ireland for Male Employed Contributors entering into insurance within one year of the commencement of the Act, and for Male Voluntary Contributors entering into insurance within six months of the commencement of the Act at ages less than 45 years).

9. Tables of Reserve Values for Males serving in the Navy or Army.

10. Tables showing the Transfer Value under Section 44, Sub-section (1), of a woman at the date of her suspension from ordinary benefits on or after marriage.

TABLES SHOWING APPROVED SOCIETIES, THEIR MEMBERSHIP, &c.

Figures up to January 16th, 1913.

Number of Societies approved by Joint Committee and English Commission	...	...	...	2,183	
Number of branches in England	..	...	...		16,433
Number of Societies approved by Scottish Commission				91	
Number of branches in Scotland	...	...	...		1,971
Number of Societies approved by Irish Commission				119	
Number of branches in Ireland	...	...	...		477
Number of Societies approved by Welsh Commission				169	
Number of branches in Wales	...	...	...		1,965
Total number of Societies				2,562	
Total number of branches					20,846
Total number of Societies and branches				23,408	

*Figures up to March 17th, 1913.**

	Men.	Women.	Total.
Membership of Approved Societies	9,197,000	3,824,000	13,021,000
Number of Deposit Contributors	342,000	187,000	529,000
Totals	9,539,000	4,011,000	13,550,000

i.e., over 96 per cent. of the total number of insured persons have joined approved societies.

The membership of the main types of Societies is approximately as follows:—

Approved Societies formed by Friendly Societies ...	6,251,000
Approved Societies formed by Industrial Insurance Companies (including a Society formed by an amalgamation of Industrial Companies and Collecting Societies) ...	4,493,000
Approved Societies formed by Trade Unions	1,443,000
Approved Societies formed by Collecting Societies ...	761,000
Other Approved Societies	73,000
	<u>13,021,000</u>

CONTRIBUTIONS COLLECTED.

Figures up to March 1st, 1913.

	Number.	Value. £
England	306,948,319	8,482,229
Scotland	43,154,317	1,211,972
Ireland	20,480,785	424,373
Wales	15,946,871	456,322
	<u>386,530,292</u>	<u>£10,574,896</u>

† Estimated Number and Value of Contributions paid through Quarterly Stamping and Section 99 Arrangements	35,200,000	£950,000
Total for 33 weeks	421,700,000	£11,520,000
Average per week	12,800,000	£350,000

* These figures are based on the first quarter's cards only. The figures as to Deposit Contributors are further liable to modification, as a number of Societies had not completed their claims for transfer.

† 1,000,000 insured persons are included in quarterly stamping arrangements, and also over 100,000 included in arrangements for stamping, made under Section 99, *i.e.*, through Labour Exchanges. These payments are equivalent in number and value to about 35,200,000 and £950,000 respectively.

BENEFITS.

The benefits of the Act are administered through 233 Insurance Committees and about 23,500 Societies and Branches, and statistics as to the actual numbers of persons in receipt of them and the amounts paid are not yet available. The following estimates may, however, be taken as indicating the general scope of each benefit:—

Benefit.	Date of commencement.	Number of persons now in receipt of the benefit in each week.	Estimated weekly payments.
Medical -	Jan. 13th, 1913	Probably over $\frac{1}{2}$ a million	[£100,000]*
Sickness -	Jan. 15th, 1913	About 270,000 - -	£110,000
Maternity -	Jan. 15th, 1913	About 18,000 - -	£26,000
Disablement	July, 1914.	—	—

* *Approximate cost of Medical Benefit per week.*

Sanatorium Benefit.

Sanatorium Benefit commenced on July 15th, 1912, and full statistics as to the first four months are given in Cd. 6,625. The following figures are for the period, 15th July—20th November, 1912:—

Sanatorium Benefit.	England.	Scotland.	Wales.	Ireland.	Total.
Number of cases treated at home under the care of a private medical practitioner - -	891	75	22	26	1,014
Number of cases treated in or through a dispensary - -	507	53	17	10	587
Number of cases treated at residential institutions (sanatoria, hospitals, &c.) - -	1,467	336	110	259	2,172
Total number of applicants who received sanatorium benefit -	2,865	464	149	295	3,773
<i>Up to February 4th, 1913.</i>					
Number of cases treated in residential institutions - -	3,360	664	349	380	4,753

LEGISLATION.

1906.

Deanery of Manchester Act.—Rearranges the revenues of the Deanery of Manchester. [Cap. 19.]

Land Tax Commissioners Act.—Creates new Land Tax Commissioners, and abolishes the property qualification for that office. [Cap. 52.]

Public Works Loans Act.—Authorises the Public Works Loan Commissioners to borrow money on National credit in order to lend to Local Authorities. [Cap. 29.]

Consolidated Fund (No. 1) Act.—Authorises supplementary payments for public services of the year ending March, 1906, and payments on account for the year ending March, 1907. [Cap. 1.]

Appropriation Act.—Authorises the issue out of the Consolidated Fund of money to meet expenditure, and appropriates the issues to the sums voted in Supply. [Cap. 26.]

Isle of Man Customs Act.—Reduces the duty on tea imported into the Isle of Man and makes other alterations in conformity with the Finance Act. [Cap. 18.]

Finance Act.—Provides for revenue of the year 1906–7 ; reduces the duty on tea by 1*d.* per lb. ; abolishes the coal duty, adjusts the duty on stripped tobacco, and makes additional provision for the reduction of the National Debt. [Cap. 8.]

Revenue Act.—Puts the very numerous manufactories which depend on the use of industrial alcohol on an equal footing with similar industries abroad as regards the cost of the spirit ; and creates machinery for checking the sale of bogus foreign wines. [Cap. 20.]

Local Authorities (Treasury Powers) Act.—Makes the Local Government Board the Authority for sanctioning borrowing by Local Authorities under the Baths and Washhouses and Burial Acts, as it is at present the Authority for sanctioning other loans. [Cap. 33.]

Expiring Laws Continuance Act.—Continues various Acts passed for a limited period only. [Cap. 51.]

1907.

Consolidation Fund (No. 1) Act.—Authorises supplementary issues for the public services of the year ended March, 1907, and issues on account for the year ending March, 1908. [Cap. 1.]

Isle of Man Customs Act.—Continues for the Isle of Man the existing duties on tea, tobacco, spirits, ale and beer. [Cap. 26.]

Expiring Laws Continuance Act.—Provides that certain Acts of an administrative character, whose operation was originally limited for a period of years, shall continue in force for a further period of one year. [Cap. 34.]

Public Works Loans Act.—Authorises the Public Works Loan Commissioners to borrow money on National credit, in order to lend to Local Authorities in the United Kingdom. Likewise provides for a loan being made by the Commissioners to Southern Nigeria for the purpose of railway construction in Southern and Northern Nigeria, with a view to opening up the cotton-growing areas of those Protectorates; and also for a loan to Jamaica towards repairing the damage resulting from the recent earthquake. [Cap. 36.]

Finance Act.—Provides for the revenue of the year 1907-8: increases the Death Duties upon estates above £150,000: restores to the control of Parliament the License Duties and other sources of revenue diverted since 1888 to the purpose of grants in aid of local taxation, which will in future be charged upon the Consolidated Fund: reduces in favour of taxpayers whose total income does not exceed £2,000, the rate of Income Tax upon earned income from 1s. to 9d. in the pound: removes many anomalies connected with the Stamp Duties and Income Tax: and strengthens the Sinking Fund by a special additional contribution of £1,500,000 towards the redemption of debt. [Cap. 13.]

Appropriation Act.—Authorises the issue out of the Consolidated Fund of the amounts necessary to complete the provision made in Supply for the services of the financial year 1907-8, and appropriates the issues of that year to the respective services. [Cap. 20.]

1908.

Consolidated Fund (No. 1) Act.—Authorises supplementary issues for the public services of the year ended March, 1908, and issues on account for the year ending March, 1909. [Cap. 1.]

Expiring Laws Continuance Act.—Provides that certain Acts of an administrative character, whose operation was originally limited for a period of years, shall continue in force for a further period of one year. [Cap. 18.]

Friendly Societies Act.—Amends the law as regards Friendly Societies in several particulars, to meet the requirements of the Registry of Friendly Societies and of the Societies themselves. [Cap. 32.]

Appropriation Act.—Authorises the issue out of the Consolidated Fund of the amounts necessary to complete the provisions made in Supply for the services of the financial year, 1908-9, and appropriates the issues of that year to the respective services. [Cap. 30.]

Finance Act.—(i.) Continues until 1st July, 1909, the Customs duty payable on tea under the Finance Act, 1907, at 5d. the pound.

(ii.) Reduces the duty on sugar from 4s. 2d. the cwt. to 1s. 10d. the cwt., and in similar proportion the duty on other similar substances, the

reduction taking effect from 18th May, 1908, in the case of raw materials, and from 1st July, 1908, in the case of manufactured goods.

(iii.) Brings into operation and re-enacts the Irish Tobacco Act, 1907.

(iv.) Gives power to His Majesty, by Order in Council, to transfer the management of Excise duties from the Board of Inland Revenue to the Board of Customs.

(v.) Reduces, as from 1st January, 1909, the stamp duty on Marine Insurance Policies for a voyage from 3*d.* to 1*d.* for every £100 insured.

(vi.) Transfers, in England and Wales, to County Councils the power to levy certain duties on Local Taxation Licenses (viz., Licenses to deal in game, to kill game, to keep dogs, guns, carriages and male servants, and to use armorial bearings).

(vii.) Maintains for the year 6th April, 1908, to 5th April, 1909, Income Tax at 1*s.* in the pound, with the abatements in force in the previous year.

(viii.) Gives power to the Treasury to increase the remuneration of Assessors of Taxes.

(ix.) Appropriates £600,000 of Old Sinking Fund moneys towards the cost of new public offices at Westminster. [Cap. 16.]

Old Age Pensions Act.—Provides for the grant of pensions to all persons of 70 years of age and upwards who satisfy the statutory conditions as to means, British nationality and residence in the United Kingdom and are not subject to disqualification, as provided, by reason of pauperism, persistent idleness, lunacy, crime or drunkenness; establishes machinery for the award and payment of the pensions, the necessary funds being provided from the National Exchequer.

Where the claimant's means (apart from the pension) do not exceed £21 a year the amount of the pension is 5*s.* weekly. Above that amount a sliding scale is adopted under which the pension is reduced by 1*s.* steps, until, when a claimant's means exceed £31 10*s.* a year, no pension is payable.

Claims to pensions are, in accordance with the provisions of the Act, made through the Post Office. They are investigated by the Pension Officer, a Government official, who reports the result of his inquiries to the Local Pension Committee, who adjudicate upon the claim.

If the claimant is dissatisfied with the decision of the Committee, he has the right of appeal to the Local Government Board, whose decision is final.

The Pension Officer has also the right of appeal, in the interest of the Treasury, if he thinks a pension has been wrongly awarded.

Pensions are payable weekly at any Post Office selected by the pensioner, and simple arrangements have been laid down for transfer of payment from one Post Office to another in cases in which a pensioner temporarily or permanently changes his place of residence.

The first pensions were paid on January 1st, 1909. [Cap. 40.]

Isle of Man Customs Act.—Continues for the Isle of Man the existing duties on tea, tobacco, spirits, ale and beer, reduces the duties on sugar and cognate articles in conformity with the Finance Act. [Cap. 9.]

Public Works Loans Act.—Authorises the Public Works Loan Commissioners and the Commissioners of Public Works (Ireland) to lend money to Local Authorities for public works, and extends the purposes for which the Commissioners can lend so as to include the acquisition of land and the purchase or construction, &c., of buildings by County Associations under the Territorial and Reserve Forces Act, 1907.

The Act also writes off certain loans from the assets of the Local Loans Fund. [Cap. 23.]

1909.

Consolidated Fund (No. 1) Act.—Authorises supplementary issues for the public services of the year ended 31st March, 1909. [Cap. 1.]

Consolidated Fund (No. 2) Act.—Authorises further issues for the public services of the year ending 31st March, 1909, and issues on account for the year ending 31st March, 1910. [Cap. 2.]

Appropriation Act.—Authorises the issue out of the Consolidated Fund of the amounts necessary to complete the provision made in Supply for the services of the financial year 1909–10; and appropriates the issues of that year to the respective services. [Cap. 5.]

Public Works Loans Act.—Authorises the Public Works Loan Commissioners and the Commissioners of Public Works, Ireland, to borrow on National credit and lend money to Local Authorities. The Act also writes off arrears of principal and interest in respect of Plymouth Harbour, and proclaims that certain debts are not to be reckoned as assets of the Local Loans Fund. [Cap. 6.]

Expiring Laws Continuance Act.—Provides that certain Acts of an administrative character whose operation was originally limited in point of time shall continue in force until the 31st of December, 1910. [Cap. 46.]

Isle of Man Customs Act.—Continues the additional duty on tea imposed in 1906 and the additional duties on tobacco and spirits, ale and beer imposed in 1900 for another year. Increases, in conformity with the Finance Act, 1909, the duties on spirits, &c., and tobacco. Orders that all Isle of Man Bank Holidays shall be kept as holidays in the Customs and Excise offices in the Island. [Cap. 45.]

Revenue Act.—Effects miscellaneous minor alterations in the law relating to Customs and Excise, to Stamps, and to fees on licenses for importation of explosives. [Cap. 43.]

Superannuation Act.—Enacts a new system of superannuation for male Civil Servants under which, in return for the lowering of the pension scale hitherto in force, provision is made for the first time for the grant of a lump sum to the officers themselves, or to their dependents if they die in the Service. [Cap. 10.]

Development and Road Improvement Funds Act.—See under “Development Commission” and “Road Board” (at pages 263-9). [Cap. 47.]

1910.

Treasury (Temporary Borrowing) Act.—Extends the powers of the Treasury to borrow for ways and means, and suspends in part the payment of the new Sinking Fund. [Cap. 1.]

War Loan (Redemption) Act.—Provides for the issue of Exchequer Bonds for the purpose of the War Loan. [Cap. 2.]

Consolidated Fund (No. 1) Act.—Authorises supplementary issues for the public services for the years ending March, 1909, and March, 1910, and issues on account for the year ending March, 1911. [Cap. 4.]

Development and Road Improvement Funds Act.—Effects alterations in the numbers and tenure of office of the Development Commissioners, makes provision for the payment of pensions out of the Development Fund and Road Improvement Grant, and corrects an error in the Development and Road Improvement Funds Act, 1909. [Cap. 7.]

FINANCE (1909-10) ACT.

Income Tax.—(i.) The rate for unearned incomes and for earned incomes above £3,000 is raised from 1s. to 1s. 2d. in the pound.

(ii.) The rate for earned incomes below £2,000 remains at 9d., and for earned incomes between £2,000 and £3,000 remains at 1s.

(iii.) Persons resident abroad (except public servants, missionaries and persons resident abroad for reasons of health) cease to be entitled to exemptions or abatements.

(iv.) All other existing abatements are maintained, and a new abatement is allowed to persons with incomes below £500 who have children, at the rate of £10 of taxable income for each child under 16.

(v.) The maximum allowance for maintenance, &c., for land (including farm-houses), and for houses of an annual value less than £8 under Schedule A, is increased from 12½ and 16⅔ per cent. respectively to 25 per cent.

(vi.) A super-tax is imposed on all incomes above £5,000 at the rate of 6d. in the pound on the excess over £3,000.

Death Duties.—(i.) The rate of Estate Duty is increased on an average by about one-third on estates above £5,000.

(ii.) The rates of Legacy and Succession Duty are increased (except for small estates) in the case of certain degrees of relationship, the maximum remaining at 10 per cent.

(iii.) Settlement Estate Duty is raised from 1 to 2 per cent.

(iv.) Gifts *inter vivos* are to be treated for the purposes of Death Duties as property passing on death if made within three years (instead of within one year as under the Finance Act, 1894) before death.

(v.) The exemption from Death Duties of objects of national, scientific or historic interest is extended to works of merely artistic

interest, and is made applicable to unsettled equally with settled property.

Stamps.—(i.) The Stamp duties on the conveyance or transfer on sale of property, other than marketable securities, and on the granting of leases (except leases at present chargeable with a fixed duty of 1*d.*) are doubled.

(ii.) The Stamp duties on a voluntary conveyance or transfer (with certain exceptions, including marriage settlements) are made equal to those on a conveyance or transfer on sale.

(iii.) Increased Stamp duties are imposed upon contract notes and upon options to purchase or sell stock.

Liquor Licenses.—(i.) The duties on licenses for the manufacture and sale by wholesale or retail of intoxicating liquor are increased, and in particular the duties on Publicans' Licenses are raised to one-half the annual value of the licensed premises, subject to concessions for hotels and restaurants, and subject, in the case of premises of an annual value above £500, to the option of the license holder to pay instead one-third of the value, to be ascertained by the Commissioners of Inland Revenue and certified as the "annual license value," but not less than £250. The Beerhouse license duty is one-third of the annual value, with a corresponding option in the case of premises of value above £500.

(ii.) A duty is imposed on all registered Clubs at the rate of 6*d.* in the pound on the value of the intoxicating liquor purchased by the Club for supply to its members.

(iii.) A register of the annual license values of all licensed premises is to be compiled.

Other Customs and Excise Duties.—(i.) The duty on tea is re-imposed at 5*d.* a pound.

(ii.) Additional duties of Customs and Excise are placed upon spirits at the rate of 3*s.* 9*d.* a gallon.

(iii.) An additional Customs and Excise duty is placed on tobacco at the rate of 8*d.* a pound.

(iv.) An additional Customs duty is placed on beer at the rate of 3*d.* a barrel of 36 gallons, representing the equivalent of the new manufacturers' license duty.

(v.) A Customs duty at the rate of 3*d.* a gallon and an equal Excise duty are placed upon spirit used for driving motor vehicles, subject to an allowance of half the amount of the duty on spirit used for motor cabs, motor omnibuses, trades vehicles and doctors' motor cars.

(vi.) The duties on licenses for private motor cars are increased, and are graduated according to the horse-power of the cars licensed, but doctors and officers of the Army Motor Reserve are allowed abatements.

An amount equal to the net proceeds of the new duties on motor spirit and motor cars will be paid to a fund for the development of roads in the United Kingdom.

Duties on Land Values.—(i.) Increment value duty is a tax at the rate of one-fifth of the increase of the site value of any land since the 30th April, 1909, and is leviable (so far as it is still unpaid) on any change of ownership of the land by death or sale. On the creation, or

the change of ownership by death or sale, of a lease or other interest less than the freehold, a proportional part of the unpaid duty is to be levied. In the case of any land, or interest in land, held by a body corporate or unincorporate in such manner that it does not become liable to death duties, increment value duty is leviable in 1914, and thereafter every fifteen years.

If on any occasion when the duty is leviable the increase of site value since the last occasion is less than 10 per cent. no duty is charged, and where it is more than 10 per cent. an abatement equal to the duty on an increment of 10 per cent. is allowed.

Increment value duty is not leviable on land which has no higher value than its value for agricultural purposes, or on any small house or property in the owner's occupation, or on land used for games and recreation, so long as it is so used under an agreement not determinable for at least five years, or in other circumstances which render it probable that the land will continue to be so used.

(ii.) Reversion duty is chargeable on the determination of a lease, and is a tax at the rate of one-tenth of the value of any benefit accruing to the lessor by reason of such determination, allowance being made for any improvements, executed by the lessor during the currency of the lease or for which he has paid compensation at its termination. Reversions which have been purchased before the 30th April, 1909, and which will fall in within forty years of the date of the purchase are exempted.

(iii.) Undeveloped Land duty is a tax at the rate of a halfpenny in the pound on the capital value of any land, the value of which exceeds £50 an acre, and which has not been developed by the erection of buildings (including greenhouses) or is not used *bona fide* for the purposes of some business other than agriculture. Where money has been spent on any scheme of development, one acre of the land included in the scheme may, on certain conditions, be treated as "developed" for every £100 so spent, even though the development is not completed. In the case of agricultural land worth more than £50 an acre as such, the duty is only leviable on the excess (if any) of its site value over its value for agricultural purposes. Open spaces, the use of which as such is in the public interest, are exempted. Small holdings are also exempted.

(iv.) Mineral Rights duty is a tax at the rate of a shilling in the pound on royalties and rents derived from minerals. Reversion duty and Increment Value duty are not chargeable in respect of mining leases; but there is a special Annual Increment Value duty limited to minerals which were not worked or comprised in a mining lease on the 30th April, 1909.

Valuation.—The Act provides for a systematic valuation by the Commissioners of Inland Revenue of all the land in the United Kingdom, showing the total value and the site value as on the 30th April, 1909, of every piece of land which is under separate occupation, and for a quinquennial valuation of all undeveloped land.

Half the proceeds of the Land Value duties are to be appropriated to the benefit of local authorities in such manner as Parliament may hereafter determine. [Cap. 8.]

Consolidated Fund (No. 2) Act.—Authorises supplementary issues for the public services for the year ending March, 1911. [Cap. 9.]

Appropriation Act.—Authorises the issue out of the Consolidated Fund of the amounts necessary to complete the provision made in Supply for the services of the year 1910–11, and appropriates the issues of that year to the respective services. [Cap. 14.]

Isle of Man (Customs) Act.—Continues for the Isle of Man the existing duties on tea, tobacco, spirits, ale and beer, and extends the operation of Section 2 of the Customs (Isle of Man) Tariff Act, 1874. [Cap. 18.]

Public Works Loans Act.—Appoints Public Works Loan Commissioners for a period of five years; authorises these Commissioners and the Commissioners of Public Works (Ireland) to borrow money on National credit in order to lend to Local Authorities; and empowers the last-named Commissioners to obtain possession of holdings in certain circumstances.

The Act also writes off certain loans from the assets of the Local Loans Fund, and remits the balance of a certain loan advanced under the Labouring Classes Dwelling-Houses Act, 1866. [Cap. 21.]

Regency Act.—Provides for the Regency in the event of the demise of the Crown and the succession of a child of His Majesty under the age of eighteen years. [Cap. 26.]

Civil List Act.—Provides for the King's Civil List, and annuities to be paid to Her Majesty the Queen and to other members of the Royal Family.

The Act provides also for payment of retired allowances in respect of service under Her Majesty Queen Victoria and His late Majesty King Edward VII. [Cap. 28.]

Accession Declaration Act.—Alters the form of the Declaration to be made by the Sovereign on His Accession. [Cap. 29.]

Finance Act.—Continues till the 1st July, 1911, the Customs Duty payable on tea at 5*d.* the pound, and amends the law as to Beer Licenses; maintains income tax and super-tax at the existing rates; and reduces by £3,500,000 the permanent annual charge for the National Debt. [Cap. 35.]

Expiring Laws Continuance Act.—Continues various Acts passed for a limited period only. [Cap. 36.]

Appropriation (No. 2) Act.—Authorises the issue out of the Consolidated Fund of money to meet expenditure, and appropriates the issue to the sums voted in Supply. [Cap. 38.]

1911.

Consolidated Fund (No. 1) Act.—Authorises supplementary issues for the public services of the years ending March, 1910, and March, 1911, and issues on account for the year ending March, 1912. [Cap. 1.]

Revenue Act.—(1) Takes away from transferees and lessees of land the right of contracting to pay increment value duty.

(2) Extends the operation of Section 2 (3) of the Finance (1909-10) Act, 1910.

(3) Repeals Section 14 (3) of the Act and amends in other particulars the law relating to Reversion Duty.

(4) Extends from ten to twenty years the antecedent period, expenditure during which on roads and sewers exempts land from the charge of Undeveloped Land Duty under Section 16 (2) of the Act.

(5) Provides for the valuing together of contiguous pieces of land, although under separate occupation.

(6) Permits appeal by the Commissioners of Inland Revenue to the High Court against the decision of a Referee.

(7) Enacts new method of determining annual values of premises for the purpose of Excise licenses.

(8) Permits persons holding game licenses or game-dealers' licenses to have in possession and deal in live game during the close season.

(9) Enables the Special Commissioners to exact super-tax in certain circumstances from a wife.

(10) Confers on widows resident abroad and in receipt of pensions on account of the services of their late husbands to the Crown the right to claim relief exemption or abatement from income tax.

(11) Abolishes, in the case of a sole beneficiary under a trust with power to determine the trust, the exemption from income tax on foreign and colonial securities conferred on persons resident abroad by Section 71 (2) of the Finance (1909-10) Act, 1910.

(12) Provides for the payment of income tax in respect of payments made prior to the passing of the Finance Act of the year from which tax has not already been deducted.

(13) Relieves small leases, the consideration for which is of a capital value not exceeding £500, from the enhanced rate of stamp duty imposed by Section 75 of the Finance (1909-10) Act, 1910.

(14) Suspends the operation of Section 91 of that Act, which provided for the payment to Local Authorities of one-half of the proceeds of the duties on land values.

(15) Fixes the amount to be paid into the three Local Taxation Accounts in respect of Local Taxation (Customs and Excise) Duties at the English, Scottish and Irish shares respectively of the proceeds of those duties in the year 1908-9.

(16) Extends to carriage licenses the provisions of Sections 88 and 90 of the Act as to motor-car licenses.

(17) Enacts that the Old Sinking Fund for 1910-11 shall be calculated on the aggregate income and expenditure of the two years 1909-10 and 1910-11. [Cap. 2.]

Consolidated Fund (No. 2) Act.—Authorises supplementary issues for the public services of the year ending March, 1912. [Cap. 5.]

Parliament Act.—The full text of this important Statute is given.

An Act to make provision with respect to the powers of the House of Lords in relation to those of the House of Commons, and to limit the duration of Parliament.

Whereas it is expedient that provision should be made for regulating the relations between the two Houses of Parliament :

And whereas it is intended to substitute for the House of Lords as it at present exists a Second Chamber constituted on a popular instead of hereditary basis, but such substitution cannot be immediately brought into operation :

And whereas provision will require hereafter to be made by Parliament in a measure effecting such substitution for limiting and defining the powers of the new Second Chamber, but it is expedient to make such provision as in this Act appears for restricting the existing powers of the House of Lords :

Be it therefore enacted by the King's most Excellent Majesty, by and with the advice and consent of the Lords Spiritual and Temporal and Commons in this present Parliament assembled, and by the authority of the same, as follows :—

1.—(1) If a Money Bill, having been passed by the House of Commons, and sent up to the House of Lords at least one month before the end of the Session, is not passed by the House of Lords without amendment within one month after it is so sent up to that House, the Bill shall, unless the House of Commons direct to the contrary, be presented to His Majesty and become an Act of Parliament on the Royal Assent being signified, notwithstanding that the House of Lords have not consented to the Bill.

(2) A Money Bill means a Public Bill which in the opinion of the Speaker of the House of Commons contains only provisions dealing with all or any of the following subjects, namely, the imposition, repeal, remission, alteration, or regulation of taxation ; the imposition for the payment of debt or other financial purposes of charges on the Consolidated Fund, or on money provided by Parliament, or the variation or repeal of any such charges ; supply ; the appropriation, receipt, custody, issue or audit of accounts of public money ; the raising or guarantee of any loan or the repayment thereof ; or subordinate matters incidental to those subjects or any of them. In this sub-section the expressions “taxation,” “public money,” and “loan” respectively do not include any taxation, money, or loan raised by local authorities or bodies for local purposes.

(3) There shall be endorsed on every Money Bill when it is sent up to the House of Lords and when it is presented to His Majesty for assent the certificate of the Speaker of the House of Commons signed by him that it is a Money Bill. Before giving his certificate, the Speaker shall consult, if practicable, two Members to be appointed from the Chairman's panel at the beginning of each Session by the Committee of Selection.

2.—(1) If any Public Bill other than a Money Bill, or a Bill containing any provisions to extend the maximum duration of Parliament beyond five years, is passed by the House of Commons in three successive Sessions (whether of the same Parliament or not), and, having been sent up to the House of Lords at least one month before the end of the Session is rejected by the House of Lords in each of those Sessions, that Bill shall, on its rejection for the third time by the House of Lords, unless the House of Commons direct to the contrary, be presented to His Majesty and become an Act of Parliament on the Royal Assent being signified thereto, notwithstanding that the House of Lords have not consented to the Bill : Provided that this provision shall not take effect unless two

years have elapsed between the date of the second reading in the first of those Sessions of the Bill in the House of Commons and the date on which it passes the House of Commons in the third of those Sessions.

(2) When a Bill is presented to His Majesty for assent in pursuance of the provisions of this section, there shall be endorsed on the Bill the certificate of the Speaker of the House of Commons signed by him that the provisions of this section have been duly complied with.

(3) A Bill shall be deemed to be rejected by the House of Lords if it is not passed by the House of Lords either without amendment or with such amendments only as may be agreed to by both Houses.

(4) A Bill shall be deemed to be the same Bill as a former Bill sent up to the House of Lords in the preceding Session if, when it is sent up to the House of Lords, it is identical with the former Bill or contains only such alterations as are certified by the Speaker of the House of Commons to be necessary owing to the time which has elapsed since the date of the former Bill, or to represent any amendments which have been made by the House of Lords in the former Bill in the preceding Session, and any amendments which are certified by the Speaker to have been made by the House of Lords in the third Session and agreed to by the House of Commons shall be inserted in the Bill as presented for Royal Assent in pursuance of this section :

Provided that the House of Commons may, if they think fit, on the passage of such a Bill through the House in the second or third Session, suggest any further amendments without inserting the amendments in the Bill, and any such suggested amendments shall be considered by the House of Lords, and, if agreed to by that House, shall be treated as amendments made by the House of Lords and agreed to by the House of Commons, but the exercise of this power by the House of Commons shall not affect the operation of this section in the event of the Bill being rejected by the House of Lords.

3.—Any certificate of the Speaker of the House of Commons given under this Act shall be conclusive for all purposes, and shall not be questioned in any court of law.

4.—(1) In every Bill presented to His Majesty under the preceding provisions of this Act, the words of enactment shall be as follows, that is to say :—

Be it enacted by the King's most Excellent Majesty, by and with the advice and consent of the Commons in this present Parliament assembled, in accordance with the provisions of the Parliament Act, 1911, and by authority of the same, as follows :

(2) Any alteration of a Bill necessary to give effect to this Section shall not be deemed to be an Amendment of the Bill.

5.—In this Act the expression “ Public Bill ” does not include any Bill for confirming a Provisional Order.

6.—Nothing in this Act shall diminish or qualify the existing rights and privileges of the House of Commons.

7.—Five years shall be substituted for seven years as the time fixed for the maximum duration of Parliament under the Septennial Act, 1715.

8.—This Act may be cited as the Parliament Act, 1911. [Cap. 13.]

Isle of Man (Customs) Act.—Continues for the Isle of Man the existing duties on tea, tobacco, spirits, ale and beer. [Cap. 14.]

Appropriation Act.—Authorises the issue out of the Consolidated Fund of money to meet expenditure, and appropriates the issues to the sums voted in supply. [Cap. 15.]

Old Age Pensions Act.—(1) Defines the exact date on which a claimant shall be reckoned to have attained the age of 70.

(2) Repeals Section 4 (1) and (2) of the Old Age Pensions Act, 1908, substituting a new definition of the means of claimants, and providing that the means of a person living with another as a married couple in the same house shall be reckoned as one half of their total means.

(3) Admits to the benefit of the Act in certain circumstances a woman excluded through marriage with an alien; and modifies the requirement of 20 years' residence in the United Kingdom imposed on claimants by Section 2 (2) of the Act of 1908.

(4) Amends the law on certain points relating to disqualification.

(5) Precludes payment of pension (*a*) to a person absent from the United Kingdom, and (*b*) after the lapse of three months from the date on which it became payable.

(6) Amends and explains the law bearing on questions raised as to pensions.

(7) Supplements the provisions of the Act of 1908 as to the repayment of pensions to which the recipients are not entitled.

(8) Saves existing pensioners from disqualification or reduction of pension. [Cap. 16.]

Public Works Loans Act.—Authorises the Public Works Loan Commissioners and the Commissioners of Public Works in Ireland to borrow on National credit and lend money to Local Authorities; writes off certain debts from the assets of the Local Loans Fund; remits certain arrears of principal and interest on a loan to Eyemouth Harbour; and extends from 30 to 50 years the maximum term for repayment of loans where no specific term is enacted. [Cap. 17.]

Expiring Laws Continuance Act.—Continues various Acts passed for a limited period only. [Cap. 22.]

Merchandise Marks Act.—Confers on the Commissioners of Customs and Excise power to require information in respect of imported goods bearing fraudulent marks. [Cap. 31.]

Pacific Cable Act.—Empowers the Pacific Cable Board to undertake the construction of a submarine cable between Australia and New Zealand, and other extensions in or near the Pacific Ocean. [Cap. 36.]

Finance Act.—(1) Continues till the 1st July, 1912, the Customs Duty payable on tea at 5*d.* the pound.

(2) Repeals the Customs Duty of 2*d.* the pound on cocoa or chocolate, ground, prepared or manufactured, substituting taxation under Section 7 of the Finance Act, 1901; and introduces drawback on cocoa.

(3) Extends the application of Section 9 of the Finance Act, 1900, to goods not re-warehoused, and substitutes the date of payment of duty for the date of removal from warehouse.

(4) Enacts a new definition of licensed premises in lieu of that in Section 52 of the Finance (1909-10) Act, 1910.

- (5) Enables licensed premises situate in certain sparsely populated urban areas to be taxed as if situate in non-urban areas.
- (6) Provides for the payment of license duty in two instalments.
- (7) Provides for the repayment of part of Excise license duty in cases where the Justices' license has not been renewed.
- (8) Provides for payment of partial duty by new licensee.
- (9) Introduces a reduced rate of license duty for chemists.
- (10) Restricts the blending of British wine with spirits or foreign wine.
- (11) Exempts fire-brigade motors from motor-car license duty, and the motor spirit used by them from motor-spirit duty.
- (12) Reduces the stamp duty on short-dated securities transferable by delivery, other than Colonial Government securities, from 2s. per £10 to 3*d*. per £10 in the case of securities to be paid off within a year, and to 6*d*. per £10 in the case of securities to be paid off within three years.
- (13) Continues at the former rates the income tax and super-tax for the year ending 5th April, 1912.
- (14) Confers exemption from inhabited house duty on premises in the hands of a caretaker, even though a member of the family of or servant of the caretaker reside there.
- (15) Diverts the Old Sinking Fund for the year 1910-11—As to £1,500,000 to the Development Fund, £1,500,000 to Sanatoria, and £250,000 to a loan to the East Africa Protectorate.
- (16) Enables Consols, Local Loans Stock, Irish Land Stock, &c., to be transferred by deed instead of by personal attendance at the Bank.
- (17) Declares that cottages inhabited by agricultural workmen on an estate are not to be valued for death duty purposes as if they had a residential value for other persons.
- (18) Corrects an oversight in Section 61 (5) of the Finance (1909-10) Act, 1910.
- (19) Enables the Post Office to exercise powers in connection with stamps.
- (20) Corrects an error in the Revenue Act, 1911. [Cap. 48.]

NATIONAL INSURANCE ACT.

PART I.—HEALTH INSURANCE.

Part I. of the National Insurance Act makes provision in sickness for practically the whole of the industrial population of the United Kingdom. Its benefits include both medical attendance and money payments during illness. The following is a summary of its main provisions.

I.—Scope of the Act.

Generally speaking, every person employed under a contract of service either in manual labour or at a rate of remuneration not exceeding in value £160 per annum must be insured.

The following classes of persons, however, are or may be excepted:—

(1) Persons employed as apprentices without wages, or learners receiving no wages.

(2) Persons employed by the occupier of an agricultural holding without wages.

(3) Children employed by their parents without wages and persons who are maintained by their employer without wages.

(4) Wives employed by their husbands, and husbands employed by their wives.

(5) Persons casually employed; except that persons have to be insured who are casually employed for purposes of the employer's trade or business, and that persons who are engaged or paid through a club for the purposes of a game or recreation must also be insured.

(6) An agent paid by commission, by fees, or by share in profits; but he must be insured if, being under contract of service, he is mainly employed by one employer, and is mainly dependent for his livelihood on one employer.

(7) Elementary school teachers who have accepted the Elementary School Teachers' Superannuation Act, 1898.

(8) Employment of a kind which is ordinarily adopted as subsidiary employment only, and not as the principal means of livelihood, if so specified in a Special Order issued by the Insurance Commissioners.

(9) Employment as a member of the crew of a fishing vessel where the members of such crew are remunerated by shares in the profits or the gross earnings of the working of such vessel in accordance with any custom or practice prevailing at any port if a special order is made for the purpose by the Insurance Commissioners, and the particular custom or practice prevailing at the port is one to which the order applies.

(10) The following persons also will be excepted where the Insurance Commissioners certify that the terms of their employment secure to them benefits in sickness and disablement of at least equal value to those given by the Act:—

(a) Persons in the employment of the Crown.

(b) Persons in the employment of local or other public authorities.

(c) Clerks or salaried officials in the service of a railway or other statutory company, who are entitled to rights in a superannuation fund established by Act of Parliament.

An insurable person may claim exemption on the ground that he is:—

(a) In receipt of any pension or income of the annual value of twenty-six pounds or upwards not dependent upon his personal exertions; or

(b) Ordinarily and mainly dependent for his livelihood upon some other person.

Special provisions are made in respect of married women, aliens, persons in the naval and military service of the Crown, Mercantile Marine, persons over 65 years of age at commencement of the Act, persons engaged in seasonal trades, inmates of charitable homes, certificated teachers and other persons in the service of the Crown.

II.—Contributions.

The cost of insurance is met by joint contributions from employers, the employed and the State.

The State pays the entire cost of central administration, and adds two-ninths and one-fourth of the cost of men's and women's benefits respectively, and of the cost of their local administration. In addition the Treasury has made further grants-in-aid, in particular towards the cost of medical benefit.

The weekly contributions payable by employers and insured persons are as follows:—

(1) *Ordinary Rate.*

	GREAT BRITAIN (Where Medical Benefit is provided).			IRELAND (Where Medical Benefit is not provided).		
	By Employer.	By Insured Person.	Total.	By Employer.	By Insured Person.	Total.
Men	3 <i>d.</i>	4 <i>d.</i>	7 <i>d.</i>	2½ <i>d.</i>	3 <i>d.</i>	5½ <i>d.</i>
Women	3 <i>d.</i>	3 <i>d.</i>	6 <i>d.</i>	2½ <i>d.</i>	2 <i>d.</i>	4½ <i>d.</i>

(2) *When the Workman is over 21 and the Wages are low the Employer pays more and the Workman less, as follows:—*

Rate of Remuneration per Working Day.		GREAT BRITAIN.			
		By Employer.	By Insured Person.	By State in addition to ⅔ths and ¼th of Benefits.	Total.
1 <i>s.</i> 6 <i>d.</i> or under	Men	6 <i>d.</i>	Nil	1 <i>d.</i>	7 <i>d.</i>
	Women	5 <i>d.</i>	Nil	1 <i>d.</i>	6 <i>d.</i>
Above 1 <i>s.</i> 6 <i>d.</i> but not over 2 <i>s.</i>	Men	5 <i>d.</i>	1 <i>d.</i>	1 <i>d.</i>	7 <i>d.</i>
	Women	4 <i>d.</i>	1 <i>d.</i>	1 <i>d.</i>	6 <i>d.</i>
Above 2 <i>s.</i> but not over 2 <i>s.</i> 6 <i>d.</i>	Men	4 <i>d.</i>	3 <i>d.</i>	Nil	7 <i>d.</i>
	Women	3 <i>d.</i>	3 <i>d.</i>	Nil	6 <i>d.</i>

IRELAND.

1 <i>s.</i> 6 <i>d.</i> or under	Men	4½ <i>d.</i>	Nil	1 <i>d.</i>	5½ <i>d.</i>
	Women	3½ <i>d.</i>	Nil	1 <i>d.</i>	4½ <i>d.</i>
Above 1 <i>s.</i> 6 <i>d.</i> but not over 2 <i>s.</i>	Men	4 <i>d.</i>	½ <i>d.</i>	1 <i>d.</i>	5½ <i>d.</i>
	Women	3 <i>d.</i>	½ <i>d.</i>	1 <i>d.</i>	4½ <i>d.</i>
Above 2 <i>s.</i> but not over 2 <i>s.</i> 6 <i>d.</i>	Men	3½ <i>d.</i>	2 <i>d.</i>	Nil	5½ <i>d.</i>
	Women	2½ <i>d.</i>	2 <i>d.</i>	Nil	4½ <i>d.</i>

If an insured person receives board *and* lodging he pays the ordinary rate whatever his wages. If he receives board *or* lodging, but not both, the value of the board or lodging counts as part of his "remuneration."

Remuneration means wages *and* value of other things a workman may receive, for instance, meals.

(3) *Special Rate.*

In certain trades, if the employer undertakes to pay full remuneration during the first six weeks of sickness, a special rate of contributions is allowed.

The employer's weekly contribution is reduced in the case of men by 1*d.*, and in the case of women by $\frac{1}{2}$ *d.*, the insured person's contribution being reduced by 1*d.* This is modified in Ireland by a provision that when the rate of contribution of the insured person is $\frac{1}{2}$ *d.* per week the employer's contribution is reduced by 1 $\frac{1}{2}$ *d.* in the case of men and 1*d.* in the case of women, the insured person's contribution being reduced by $\frac{1}{2}$ *d.*

The insured person gets no sickness benefit during those six weeks, but has a right to all the other benefits as usual.

(Reduced rates are also payable in respect of soldiers and sailors in the Army and Navy and foreign-going seamen in the Mercantile Marine, in Sections 46 and 48 of the Act, and are liable to variation for the members of a particular society after a valuation.)

III.—Collection of Contributions.

The employer is responsible for the stamping of the cards, and the employed person must be ready to produce his card to his employer whenever he may require it for the purpose of stamping or for production to an inspector or other authorised person.

If wages are paid weekly the card must be stamped once a week; if wages are paid monthly or quarterly the proper number of stamps need only be affixed once a month, or once a quarter, as the case may be, with the two following exceptions:—

The card must always be stamped up-to-date whether wages are due or not—

- (1) when the card expires;
- (2) whenever during the currency of the card it may be required by the employed person for production to his society or for some other purpose.

The contributions are paid by affixing National Health Insurance Stamps to Contribution Cards.

IV.—Benefits.

(1) Medical benefit (except in Ireland), that is, doctor and medicine, or, in special circumstances, money payments instead.

(2) Sanatorium benefit, that is, treatment in a sanatorium or in some other way in case of consumption.

(3) Sickness benefit, 10*s.* a week for men and 7*s.* 6*d.* a week for women for 26 weeks, commencing on the fourth day of sickness.

(4) Disablement benefit, 5*s.* a week afterwards if still incapable of work.

(5) Maternity benefit, 30*s.* on confinement.

(These benefits are subject to certain waiting periods and other conditions.)

The rate of sickness benefit is less for persons under 21, and for persons entering insurance over 50.

NOTES.

Special rates of benefit are provided for certain classes of insured persons, *e.g.*, married women, special voluntary contributors.

The rate of sickness benefit is reduced, according to age, for employed contributors entering insurance over the age of 17 after July 14th, 1913.

Any Society which has a surplus, on valuation, can devote it to any of a large variety of "additional benefits," such as medical attendance for dependants, dental treatment, pensions, &c.

V.—Machinery for Distribution of Benefits.

Medical and Sanatorium Benefits are administered by Insurance Committees; Sickness, Disablement and Maternity Benefits by Approved Societies in the case of their State-insured members and by Insurance Committees in the case of deposit contributors.

Friendly Societies, Trade Unions, Provident Societies, Dividing Societies, Collecting Friendly Societies and Industrial Assurance Companies may become Approved Societies or form Separate Sections for the administration of the Insurance Act, and new Societies may be formed for the purpose of the Insurance Act.

If a man does not join a Society he becomes a *Deposit Contributor*, and only has a right to the benefits which can be provided out of the actual contributions paid by himself and his employer, together with the State Grant.

Members of Societies can go on drawing benefits (under certain conditions) as long as they need them; Deposit Contributors cease to have benefits when the money standing to their credit is exhausted.

Insurance Committees are bodies partly elected, partly nominated, constituted for each County, County Borough, and Scottish Burgh. Three-fifths of the members of these committees are representatives of insured persons.

VI.—Finance.

The money is paid in the first place into the local Post Offices in exchange for insurance stamps to be placed on the cards of the insured persons. The stamped cards are lodged with the Societies at the end of the period of their currency, and the Society then forwards them to the Insurance Commissioners, and is credited with the amount of the stamps, less a deduction, which will be explained later. The money received by the Post Offices from the sale of stamps has in the meantime been accumulating in the "National Health Insurance Fund," in the same way that money is accumulated in a bank. As the Societies are called upon to pay out benefits they draw upon this central fund, as from a bank, for the amounts paid out and for the expenses of administration.

The deduction referred to above is a deduction of one penny and five-ninths from every sevenpenny contribution collected and credited to the Societies, and it is made for the purpose of providing the money for the Reserve Values. It is not retained permanently by the Commissioners, but has to be used by them in payment of interest upon the Reserve Values and in paying off the Reserve Values themselves. In other words, it is redistributed among the Societies in accordance with

the ages of the members, and it is itself part of the money upon which Societies can draw, as explained in the previous paragraph.

The State pays two-ninths (or one-quarter in the case of women) of whatever total benefits the Societies pay out. If a Society pays sickness or other benefits to the value of £90, it draws this amount from the National Insurance Fund; £70 of this is provided from the money standing to the Society's credit in that Fund, and the other £20 is paid from the money provided by Parliament.

Valuations.—A valuation of the assets and liabilities for Health Insurance of every Approved Society will be made every three years, or at any other interval that the Commissioners may determine. If the valuation shows that a surplus exists and if it is a Society without branches, having 5,000 members or upwards, it may dispose of its surplus by giving one or more of the Additional Benefits referred to in Part II. of the Fourth Schedule. In the case of a Society with branches, the funds of every branch are valued separately, and each branch having a surplus will (in the case of Societies having 5,000 members and upwards) transfer one-third of it to the central fund of the Society. The remaining two-thirds may be distributed by the branch in Additional Benefits to its members. The surplus thus placed in the hands of the central financial authority of the Society is used, first of all, to make good, up to three-fourths (or the whole, if the Society so decides), the deficit which any of its branches may show. Any surplus still remaining is returned to the branches in the proportion of the amounts they contributed. In the case of a deficit, a Society without branches having 5,000 members or upwards, must make good its own deficiency, either by a special levy on its members, or by reducing the benefits or in some other approved way. If it is a Society with branches, then a separate valuation is made of each branch's assets and liabilities. Section 38 lays down that a branch may have three-quarters of any deficit made good from the central surplus. If the central committee think fit, the whole deficit may be made good in this way, but if not, the branch must wipe off the remainder of its deficit either by a special levy or by reducing benefits, or in some other approved way. Where the deficit is due to maladministration on the part of the branch, a Society may refuse to make good the deficit of any of its branches. The Society must, however, obtain the consent of the Insurance Commissioners to such refusal.

Special provisions govern the case of Societies with less than 5,000 members. For the purpose of valuation and of disposal of surpluses or deficits, the group or the association is looked upon as a Society with branches; in the case of a group, the local Insurance Committee will act as its central financial authority; in the case of a voluntary association, the association will appoint a central financial committee of its own.

The same arrangements for surpluses and deficits apply as for a Society with branches; for example, the central financial authority of an association (or the Insurance Committee as the central authority of a group) may refuse to make good the deficit of one of the component Societies, on the ground that the deficit is due to maladministration. No other power of control under the Act can be claimed by the central authority over the component Societies. [Cap. 55.]

1912-13.

Consolidated Fund Act.—Authorises supplementary issues for the public services for the years ending March, 1911, and March, 1912, and issues on account for the year ending March, 1913. [Cap. 1.]

Appropriation Act.—Authorises the issue out of the Consolidated Fund of money to meet expenditure and appropriates the issue to the sums voted in Supply. [Cap. 7.]

Finance Act.—(1) Continues till the 1st July, 1913, the Customs duty payable on tea at 5*d.* the pound.

(2) Empowers the tenant of a free licensed house under a lease prior to the Finance (1909-10) Act, 1910, to recover in certain circumstances from his landlord part of the increased duty payable under that Act.

(3) Provides for a reduction in the minimum license duty in respect of six-day licenses and early closing licenses.

(4) Enables tobacco to be grown duty-free in the United Kingdom for the purpose of conversion into insecticides.

(5) Continues at the former rates the income tax for the year ending the 5th April, 1913.

(6) Directs that super-tax shall be paid on the income of persons dying to an amount proportionate to the period of the year that has elapsed before the date of death.

(7) Exempts from income tax funds under the National Insurance Act, 1911.

(8) Relieves marine insurance policies involving a contingent premium in excess of 2*s.* 6*d.* per cent. from the full rate of stamp duty, pending the occurrence of the contingency.

(9) Precludes the aggregation of timber with other property for estate duty purposes.

(10) Extends the provisions of Section 2 (3) of the Finance (1909-10) Act, 1910, as to substituted site value to cases of transfer of land between the 29th April, 1909, and the commencement of that Act.

(11) Provides for the allowance of rates paid by the proprietor in estimating rental value for purposes of mineral rights duty.

(12) Suspends in part the Old Sinking Fund for the year 1911-12. [Cap. 8].

Isle of Man Customs Act.—Continues for the Isle of Man the existing duties on tea, tobacco, spirits, ale and beer. [Cap. 9.]

Public Works Loans Act.—Authorises the Public Works Loan Commissioners and the Commissioners of Public Works in Ireland to borrow on National credit and lend money to Local Authorities; writes off certain debts from the assets of the Local Loans Fund, and remits certain arrears of principal and interest on a loan to Eyemouth Harbour. [Cap. 18.]

Expiring Laws Continuance Act.—Continues various Acts passed for a limited period only. [Cap. 18.]

Appropriation (1912-3) Act.—Authorises the issue out of the Consolidated Fund of money to meet expenditure and appropriates the issue to the sums voted in Supply. [Cap. 27.]

WAR OFFICE.

<i>Secretary of State for</i> <i>War</i> - - -	{	THE RT. HON. THE VISCOUNT HALDANE OF CLOAN.	(1905-12.)
		COLONEL THE RT. HON. J. E. B. SEELY, D.S.O., M.P.	(1912.)
<i>Parliamentary Under</i> <i>Secretary</i> - -	{	THE RT. HON. THE EARL OF PORTSMOUTH.	(1905-8.)
		THE RT. HON. THE LORD LUCAS.	(1908-11.)
		COLONEL THE RT. HON. J. E. B. SEELY, D.S.O., M.P.	(1911-12.)
		H. J. TENNANT, Esq., M.P.	(1912.)
<i>Financial Secretary</i> -	{	THE RT. HON. T. R. BUCHANAN, M.P.	(1905-8.)
		F. D. ACLAND, Esq., M.P.	(1908-10.)
		C. E. MALLET, Esq., M.P.	(1910-11.)
		F. D. ACLAND, Esq., M.P.	(Feb.-Oct. 1911.)
		H. J. TENNANT, Esq., M.P.	(1911-12.)
<i>Permanent Under</i> <i>Secretary</i> - -	{	H. T. BAKER, Esq., M.P.	(1912.)
		SIR E. W. D. WARD, K.C.B., K.C.V.O.	(1901.)

ADMINISTRATION.

MILITARY POLICY.

The present Government has aimed at developing on revised principles military forces adequate to the needs of the Empire. The Expeditionary Force has been reorganized and strengthened, and the means not only of mobilising it, but of maintaining it under the waste of war, have been provided. Steps have also been taken to furnish the military system with those "powers of expansion outside the limits of the Regular Forces of the Crown" desiderated by the Royal Commission on the South African War. The several parts of the Army have been co-ordinated, and definite functions assigned to them. Every detail has been tested by its value for war; superfluties have been eliminated and deficiencies made good. These have been the main lines of the reform, which has been carried out, with due regard to the economic, as well as the military, requirements of the country.

The following statements of policy sufficiently indicate the general principles of organisation adopted:—

REGULAR FORCES.

"In brief, the measures taken by the Army Council since 1905 have been directed: (i.) to the maintenance of the fundamental principles of the Localization Committee of 1872, which laid down that 'The sole object of any military system in peace is to provide for a state of war,

and the test of any peace organization must be its power (a) to place in the field immediately on the outbreak of war, in the highest state of efficiency, as large a force as is possible within the limits of the approved peace military expenditure, (b) to maintain that force throughout the continuance of hostilities, undiminished in numbers and efficiency'; and (ii.) to the organization, on those principles, of the strongest Expeditionary Force which can be mobilized and maintained in the field within our existing resources in men and money, consistently with the obligation to maintain the over-sea garrisons. To this end, the peace establishments of the several arms and units of the Regular Army and the Special Reserve, and the terms of service in each, have all been methodically adjusted to the production in peace of the drafts required for foreign service, and in war of the men required to mobilize and maintain the Field Force in the due proportion of the several arms. Establishments which, judged by this standard, were redundant, have been reduced, while new organizations have been developed to strengthen the establishments which were deficient."—(*Memorandum by the Army Council on the existing Army System and on the present state of the Military Forces in the United Kingdom, May, 1909. Cd. 4,611.*)

THE TERRITORIAL FORCE.

"The purpose of this force is twofold. It is designed, in the first place, to compel any hostile power which may attempt invasion to send a force so large that its transports could not evade our own fleets and flotillas; and, in the second place, to free the Regular Army from the necessity of remaining in these Islands to fulfil the functions of Home Defence. A further result is to permit greater freedom to the Navy, the ships of which need not be tied to the coast, as would inevitably be the case if no military provision at all were made for the defence of these shores.

"The Territorial Force is thus designed to enable both the Regular Army and the Navy to co-operate with greater freedom at a distance from these shores in places where the defence of British interests may require their presence, and to facilitate the co-operation of both Services as the lobes of a single brain.

"Assimilation in organization, in the system of command and in training as between the First and Second Lines, should ultimately produce such a feeling of fellowship and goodwill between the professional and the citizen forces in this country as will tend more and more to combine both together into one harmonious whole."—(*Memorandum of the Secretary of State on the Army Estimates for 1908-1909, Cd. 3,800.*)

FINANCE.

To provide for the initial cost of reorganization, while maintaining and furthering the fighting efficiency of the Army, and at the same time meeting increased automatic charges, might well have added to the Army Estimates. Not only have these charges been fully met, but military expenditure has been considerably reduced.

The annual Estimates during the last eight years have been on an average £1,785,000 a year less than those of 1905-1906.* In addition,

* It is proper to add that a part of the reductions approved by the late Government in 1905 did not take effect until 1906,

the abandonment by the Government of the policy of Military Works Loans has resulted in a further reduction: the total expenditure under this head during the eight years ending with 1905-1906 was £14,480,000; the total expenditure for the eight years from 1906-1914 was £1,820,000.

But for the operation of two sets of circumstances, these reductions would have been even more marked; on the one hand, there were automatic increases due to the expansion of the Army Reserve and the maturing of pension claims and loan annuities; on the other hand, special new demands have had to be met, among which may be mentioned the expenditure connected with the institution of the Territorial Force, with the provision of a new type of field howitzer and a new bullet, with the payment for works services out of the current Estimates instead of by a system of loans, and with the advance in aerial navigation.

STRENGTH OF THE MILITARY FORCES.

The following statement shows the comparative strength of the Army (excluding the Indian Establishment and Colonial Corps), as shown on page 11 of the Estimates for 1905-6 and 1913-14:—

		<i>1905-6.</i>	<i>1913-14.</i>
Regular Army	... ..	196,634	162,251
Army Reserve	... ..	77,405	141,898
Militia or Special Reserve	... ..	106,738	64,706
Volunteers or Territorial Force	... ..	272,170	265,982
Officers Training Corps	... ..	—	791
		<hr/>	<hr/>
		652,947	635,628
		<hr/>	<hr/>

As the old Militia were under no foreign service obligation, the total number of those who are immediately available for service abroad has risen from 274,000 to some 369,000; from these figures 45,000 and 42,000 respectively, the troops already in the Colonies and in Egypt, have to be deducted.

THE REGULAR ARMY.

When the present Government came into Office, the Army Corps Scheme had been abandoned, and the Regular Army stationed at home was organized as a Field Force, consisting of four Cavalry Brigades, one Army Corps, six Divisions (each containing two Infantry Brigades) and Troops for Lines of Communication. After the purpose and proportions of the Field Force had been thoroughly considered, it was reorganized in January, 1907, on a divisional basis, and an Expeditionary Force created containing a due proportion of all arms and consisting of one Cavalry Division of four Brigades, six Divisions (each containing three Infantry Brigades) and Army Troops and Troops for Lines of Communications. This Force, constructed primarily with a view to war, is also adapted to the requirements of peace, since it is composed of the units at home necessary for the support of the Colonial and Indian garrisons. The

Divisions, moreover, are on a scale corresponding with the organization of the British Army in India.

In the Field Force as it existed before reorganization, grave deficiencies in *personnel* existed, especially in the administrative services (*e.g.*, Ammunition Columns, Army Service Corps and Royal Army Medical Corps). Owing to the lack of numbers required for the Ammunition Columns, it would have been impossible at the end of 1905 to mobilise more than 42 out of the 93 Field Artillery batteries at home.

These deficiencies have been made good by the formation of the Special Reserve and the adoption of the principle of utilising men on a non-regular basis, *i.e.*, civilians specially trained for a sufficient period and under a liability to serve abroad. This system has not only made the Field Force effective for war, but has also resulted in economies.

The introduction of mechanical transport for the conveyance of ammunition has further increased the efficiency of the Royal Artillery, which, as the result of the withdrawal of troops from South Africa, has been reorganized with a view to its greater readiness for war. Six additional Howitzer Batteries have been formed, and to provide a sufficient number of trained artillerymen on mobilisation, the Colour service of a portion of the Artillery has been reduced to three years.

An important step has been taken in the reorganization of the Regular Cavalry. Under the preceding Government, steps had been taken to link regiments in pairs for purposes of drafts. But machinery was needed for the elementary training of recruits, for filling the regiments at home, and for dealing with the requirements of mobilisation. Depôts are, therefore, being formed in six of the Home Commands, which will serve as training centres in peace and mobilisation centres in war. The peace establishment of regiments at home has been raised both in men and horses.

In 1908, for the first time, a complete Division of Cavalry was assembled for training and manœuvres, and in 1909 a Cavalry Division underwent a special training on Salisbury Plain, and afterwards took part in the general manœuvres, a half Division being attached to each of the opposing forces. The presence of a Cavalry Division is now a normal feature of the annual training.

A detailed inspection has been carried out by a joint Naval and Military Committee of the armaments of fixed coast defences at home and of coaling stations abroad. On their recommendations, which have been reviewed by the Committee of Imperial Defence, a large number of obsolete guns has been removed, many improvements in armaments have been effected, and it has been found possible to make considerable reductions in the Establishments of the Royal Garrison Artillery.

In regard to the Infantry, the present Government has adhered to the "Cardwell System" of linked battalions, and the Memorandum on the Estimates for 1908-1909 contains a statement which shows conclusively that no other system could so well satisfy the demands both of efficiency and economy, and provide the necessary foreign drafts and reliefs. But whereas formerly the working of the system was rendered imperfect by the fact that the number of battalions abroad exceeded the number of those at home, the present Administration, by equalising the proportions (74 at home, 74 abroad), has made the working of the system smooth

and perfect. Moreover, by bringing home troops and getting rid of provisional battalions, a saving of expense has been effected.

Until 1909, no permanent policy had been adopted in regard to the distribution of the Regular troops in the United Kingdom. General principles have now been laid down, and a scheme of the ultimate location of the troops formulated. The peace stations of units are to be determined generally by their place in the Field Force, with reference to the divisional and brigade organization. Ready and economical concentration is to be considered, but local sentiment and tradition are to be regarded as far as possible. Account must, however, be taken of the position and condition of existing barracks, and some of the changes necessitated by this general plan can only be effected gradually. The ultimate result will be greater efficiency, mobility and economy.

THE SPECIAL RESERVE.

The Army is now organized in two instead of three lines. Formerly the Militia, drained to fill up the Regular Army and lacking definite functions, was continually weakened and discouraged. Now a distinct rôle has been assigned to it as a Special Reserve of the Regular Forces. Affiliated more closely to those Forces, and with a liability for service abroad, the Special Reserve, created in virtue of the Territorial and Reserve Forces Act, 1907, provides two categories of men—(1) men whose duties in the service are cognate to their civilian occupations, and (2) men whose civilian occupations do not directly contribute to military requirements. Roughly speaking, the former supply the Departmental Services (Army Service Corps and Army Medical Corps), the latter (formed mainly from the Militia) the combatant services, required to supplement the regular establishments. Thus, by this part of the reorganization effected by the present Government, the country has for the first time an assured means of completing the Expeditionary Force, and also of expanding and maintaining it in the field by making good the wastage of war.

All the cadres have been formed, and out of a total establishment of 78,714 men there was an actual strength of 62,638 on 1st April, 1913.

Of the 101 Infantry battalions, 74 are organised as Reserve battalions, corresponding to the 74 pairs of battalions of Infantry of the Line closely associated with their Depôts, and 27 are extra Reserve battalions designed for use as such on garrison or line of communication duties.

The establishment of the 27 extra Reserve battalions was raised in 1911 by 170 privates to 750 of all ranks exclusive of officers. The permanent establishment of six Regular officers was reduced to two, an Adjutant and a Quartermaster. The annual training of both Reserve and extra Reserve battalions was extended from 21 to 27 days, but the period of recruit drill for the 74 Reserve battalions was reduced to 5 months, and for the 27 extra Reserve battalions to 3 months. Ex-regular soldiers up to 36 years of age were permitted to enlist up to a limit of 10 per cent. in Reserve battalions, and of 200 in extra Reserve battalions, and to serve until they reach the age of 42. To meet serious

deficiencies, men might be enlisted for 6 months' recruit drill and 2 weeks' annual training. To overcome the difficulty of training at a fixed period of the year, Special Reserve officers were allowed to join Infantry regiments on a supplementary list and to train for 14 days at any time, except during October and November, and to undergo 6 days' musketry. The age limit for officers on joining was lowered from 18 to 17, and the probationary training (reduced from 12 to 6 months) might be performed in two parts, and was subject to a reduction of 1 month and 3 months respectively in the case of officers holding Certificates A and B obtained in the Officers Training Corps.

The Special Reservist (combatant branch) undergoes a longer training on enlistment, and is, therefore, a more thoroughly trained soldier than the old militiaman; and, by this training, many men who might otherwise be out of employment are enabled to tide over the stress of winter.

THE TERRITORIAL FORCE.

The old Volunteer Force, excellent as was the material of which it was composed, consisted of a miscellaneous aggregation of units, to which had been given no uniform organization, no settled proportion of the various arms, no definite functions, no clear relation to the Regular Forces and Militia, and no system of local administration. These defects have been remedied, and the Territorial Force, which has superseded the Volunteers, has been constituted as a Second Line Army in the reorganized military system. The Force, brought into existence by the Territorial and Reserve Forces Act, 1907, is composed of Infantry Divisions and Mounted Brigades, with the requisite proportion of other arms, on the same pattern as the Regular Army.

The Territorial Force is liable for service at home when the Army Reserves are called out by proclamation. A Special Service Section undertakes to be called out at any time for service, either at home only, or at home and abroad. Enlistment in the Force is for four years, except in the case of men transferred from the Volunteers, and every member of the Force, in addition to performing certain drills for efficiency, is required (unless specially exempted) to come up for an annual training of 8 or 15 days (18 days in the Yeomanry).

Command and training devolve upon General Officers Commanding-in-Chief, and each of the 14 Territorial Divisions is under the command of a Major-General on the active list of the Regular Army. Administration is entrusted to specially created County Associations, composed of representatives of the various interests in each county. An Advisory Council, representing the higher military commands, the County Associations and the Territorial Force, assists in keeping the Army Council in touch with the force.

Practically all the 900 units composing the force have been recognised, *i.e.*, have obtained over 30 per cent. of their establishment. The total establishment is 315,438, including officers and the permanent staff of Regular Adjutants and Instructors.

The strength on 1st July, 1908, was 183,686, and on 1st April, 1913, 253,794.

The work connected with the administration of the Force has been heavy, but the County Associations settled to their difficult task with enthusiasm from the inception of the movement, and have rendered most valuable service. Besides the task of recruiting, they have to deal with the provision of drill halls and stores, of equipment, clothing, horses, &c., and to administer the funds placed at their disposal for these and other purposes. The financial position of these Associations shows signs of progressive strength. Thanks chiefly to the exertions of the Associations, the Force is making satisfactory headway throughout the country.

Like units of the Regular Army, units of the Territorial Force may carry colours, and a presentation of colours by His late Majesty King Edward VII. took place at Windsor on 19th June, 1909.

In training and musketry, owing to improved organization and the stimulated interest of the Force itself, considerable advance has been made.

In 1912, the total number of officers and men attending camp was 229,314, of whom 67,400 went for 8 days and 161,914 for 15 days and over.

A Nursing Service has been formed for the purpose of maintaining a staff of nurses willing to serve in general hospitals when the Territorial Force is mobilised.

A further development has been the organization of Voluntary Aid, consisting mainly of detachments of the British Red Cross Society. The Committees of the Society, working with the County Associations, form and train the detachments, which will supply the Territorial Force with clearing hospitals, rest stations, and ambulance trains. Of these detachments, no fewer than 2,065 have been recognised, comprising 21,114 men and 41,577 women.

A Chaplains' Department has been formed, to which clergymen of all denominations may be appointed on the recommendation of County Associations. They are attached to units, attend camp, and may be called up on mobilisation. An Advisory Committee of representatives from the several denominations has been formed to advise the Secretary of State on matters connected with the Department.

The Government has realised that behind the enlisted military forces are large numbers of men, often with previous military experience, willing to be of service to the country in time of need. They have, therefore, created Reserves of three kinds—(i.) a Territorial Force Reserve, composed of former members of the Territorial Force; (ii.) a Technical Reserve of Motor Cyclists, Corps of Guides, &c., and (iii.) a National Reserve.

The National Reserve now exceeds 190,000 and is divided into three classes :—(a) those who undertake an honourable obligation for service with the Expeditionary Force; (b) those who are willing to serve for Home Defence; (c) those who, though too old for active duty abroad or at home, are yet qualified by reason of their former service in the Military Forces of the Crown. The necessary arms, clothing and equipment for these men will be available on mobilization.

Cadet Corps, consisting of lads between the ages of 12 and 17, have also been brought into relation with the County Associations, and rules for their organization and administration have been promulgated. 232 units have now been recognised.

Thus, the base of the Territorial Force, and the ultimate Military Reserve on which the defence of the country rests, is being broadened so as to have its foundation on the voluntary service of the great majority of the nation.

CO-ORDINATION OF THE FORCES OF THE EMPIRE.

The Government took advantage of the Imperial Conference of 1907 to promote the organization of the forces of the whole Empire. As a result of that Conference, the Dominions were invited to send delegates specially to discuss the general question of Imperial Defence, and, as regards its military aspect, to consider proposals outlined by the General Staff at the War Office. This second Conference met in the summer of 1909, and its conclusions have been approved by the Imperial Government and the Governments of the Dominions. While the complete control of the several dominions over the forces raised within them will remain unimpaired, those forces will be standardised, and the formation of units, the arrangements for transport, the patterns of weapons, &c., will be assimilated as far as possible to those which have recently been worked out for the British Army. The result is a plan by which, without any loss of local autonomy, it will be possible, should the Dominions wish to assist in the defence of the Empire in a real emergency, for their forces to be rapidly combined into one homogeneous Imperial Army. Unity of action is secured through the Imperial General Staff, the creation of which is referred to below.

Lord Kitchener's visit to Australia and New Zealand assisted in the furtherance of this design: his advice was utilized by the two Governments in the reorganization of their military forces.

The Government of the Union of South Africa has now brought into operation a scheme for the reconstitution of their military forces. It has been possible, in consequence, recently to reduce the number of Imperial troops in the country.

The appointment of an Inspector-General of the Oversea Forces, whose services are at the disposal of the Dominion Governments for the inspection of their forces, has also conduced to this end.

THE IMPERIAL GENERAL STAFF.

The need of a General Staff had been fully recognised by the previous Government; but it rested with the present Administration to bring into being that most important feature of a modern Army. Its formation was commenced in October, 1906, and, after three years' experience, an Army Order was issued on 20th September, 1909, further defining its functions and establishment.

Further, the essential unity of the Empire from a military point of view was realised. The conception of an Imperial General Staff received the approval of the Imperial Conference of 1907. Its general principles were formulated by the General Staff at the War Office in 1908, discussed with selected delegates from the Dominions in the summer of 1909, and subsequently accepted by their several Governments.

The scheme includes the formation of local sections of the General Staff and the eventual establishment of local Staff Colleges conducted on uniform principles. The Government of India have also co-operated towards the same end. This movement for the formation of a common school of military thought is a most important contribution towards the solution of the problem of Imperial Defence.

SUPPLY OF OFFICERS.

One of the most serious aspects of the military problem with which the Government were faced was the shortage of officers, and especially the lack of an adequate reserve of officers for war.

A Committee was appointed in 1906 to consider the question, and in accordance with its recommendations a Special Reserve of Officers was instituted in 1908. Some of these officers fill the commissioned ranks of the Special Reserve units, and others are supplementary to Regular units and will be available to fill vacancies occurring in time of war. All are liable for service abroad in a national emergency. The officers were found in the first instance by transfer from the Militia. New entrants, if without previous military training, are required to serve as probationers with the Regular Forces for six months, the training being performed in two parts, if desired, the period being reduced, however, in the case of candidates from the Officers Training Corps.

In order to provide a source of supply, the Officers Training Corps was formed, partly from Volunteer and Cadet Corps already existing at certain Universities and Schools, and partly from new contingents raised at other Universities and Schools. It consists of two divisions, the Senior at the Universities and the Junior at the Schools. The scheme provides the students of the two grades with a standardised measure of elementary military training, with a view to fitting them for commissions in the Special Reserve of Officers or the Territorial Force, and, if necessary in time of emergency, in other branches of the Service.

The strength of the Officers Training Corps on 1st April, 1913, was 757 officers and permanent staff and 25,397 other ranks.

With a view to maintaining a sufficient supply of officers for the peace establishments of the Regular Army, without reducing the term of their military education, the Royal Military College at Sandhurst has been enlarged. This extension will render it possible for the requisite number of cadets to receive a two years' course of instruction.

A scheme of nomination for selected candidates from public schools and a system of prize cadetships were inaugurated in 1911.

Colonel Seely, in his speech introducing the Army Estimates for 1913-14, announced a scheme for increasing the supply of officers by more systematic promotion from the ranks. Such promotion, though an integral part of the Army system, had practically come to an end through the inability of these officers to live on their pay. To meet this difficulty, he proposed that officers promoted from the ranks should receive an outfit allowance of £150, instead of £100 as at present, and for the next three years a special allowance of £50 a year. At the end of that period, they would come on to an increased scale of pay which is being introduced with effect from 1st January, 1914, for all officers after 6 years' service, and which will involve a permanent additional charge of between £100,000 and £150,000 a year on the Estimates.

PAY AND WELFARE OF THE SOLDIER.

The grant of additional pay (Service Pay) as an inducement to the soldier to extend his colour service beyond three years, became unnecessary when, by providing in other ways for the Reserves, the present Government could revert to the term of seven years with the Colours, which had always proved best suited to the Cardwell organization. The soldier, however, has not been deprived of his extra emolument, but it is continued in a form (Proficiency Pay) which, by the conditions attached to it, encourages his military efficiency. Moreover, from the financial adjustment consequent upon this change, it became possible to give him his 3*d.* a day messing allowance from the date of enlistment, and not, as before, after six months' service.

Much has been done during the past eight years to improve the conditions of the soldier's life both during and after his service.

Old barracks are being improved, especially in regard to sanitation, and the plans of new barracks provide for separate dining rooms, recreation rooms, bath rooms, &c., for combined canteen and supper rooms, and in some instances for cubicles. Special attention is being given to the lighting of barracks. To make the life of the married soldiers and their wives and families more comfortable, considerable sums have been spent on providing or improving married quarters. Assistance has been given to religious bodies for the provision of institutes and clubs.

The spiritual welfare of the soldier has been made the concern of a widely representative Committee, which, called together by the Secretary of State in November, 1906, has become a permanent institution. The Committee deals with a variety of subjects, *e.g.*, the provision of churches, chapels, institutes and libraries, the supervision of entertainments, the promotion of temperance, the suppression of gambling, &c.

By an amendment of the Army Act in 1906, corporal punishment was abolished, and "Detention Barracks" were generally substituted for Military Prisons. The stigma of imprisonment was thus removed from soldiers convicted of purely military offences against discipline, and a distinction drawn between them and those convicted of offences which involve ultimate discharge with ignominy. While under detention, the former class wear uniform, instead of prison clothing, and receive military and physical training. At the same time, there has been a marked improvement in discipline, as may be seen from the following figures:—

	1905.	1912.
Average daily numbers in military prisons or detention barracks	1,162	489
Proportion per 1,000 of strength	6·1	2·7
Number committed to military prisons or detention barracks	19,461	9,267*
Percentage of total strength	10·2	5·20

It has also been realised that everything possible should be done to assist the soldier to obtain civil employment on leaving the colours. The Government has recognised its duty in this matter by employing

* Of these, only 130 were in military prisons.

ex-soldiers in its Departments wherever possible. A House of Commons Return, No. 304 of 1912, shows that, of a total of 76,359 persons holding appointments on 31st March as messengers, postmen, watchers, warders, park keepers, attendants, and other non-clerical positions, 19,054, or 24.95 per cent., had had previous service in the Royal Navy or the Regular Army. The War Office alone engaged nearly 1,600 ex-soldiers during 1911, and has 6,867 in its employ at the present time. Effect has been given in Scotland and in the Northern Command to a scheme whereby the religious organizations of the country may be associated in the work of keeping in touch with soldiers during the whole period of their service, and of securing employment for them on discharge or transfer to the Reserve. A practical step has been the institution of technical instruction of soldiers during their service in trades in which there is a good demand for workmen. The purpose of this scheme is to render the soldier a more handy man on his return to civil life. The results have been very encouraging.

Again, the rule which prevented a pensioner from commuting any part of his pension till he reached 50 years of age has been abolished. Deserving men wishing to make a start in civil life are thus able to realise a useful sum of money when they most want it, while improvidence is prevented by the regulations under which the concession may be granted by the Chelsea Commissioners.

In these and other ways, much has been done by the Government during the past few years for the ex-soldier, who, if he has borne a good character, now enjoys a very fair chance of securing civil employment. One of the chief deterrents to the better class of man from entering the Army is thus being removed.

EDUCATION.

To ensure the training in staff duties of a larger number of officers, the number of vacancies at the Staff College has been increased.

In view of the experience of the South African War, special courses of instruction for officers have been instituted at the London School of Economics in subjects useful to them in administrative work.

Instruction in sanitation is given to officers and men.

Marked progress is being made in the education of the soldier during his service, and the number of certificates obtained shows a steady increase. As stated elsewhere, soldiers are now able to acquire technical training in trades.

The Duke of York's Royal Military School, which supplies the Army with excellent recruits, has been removed to better buildings and a more healthy position near Dover; and the Government readily assented to maintain from public funds a similar School which has been built and equipped from public subscriptions at Dunblane, in Perthshire, as a memorial to the late Queen Victoria and to the sailors and soldiers of Scotland who died in the South African War. The School will provide education for 275 boys, the sons of soldiers of Scottish regiments and of Scotsmen serving, or who have served, in the Navy or Army. The Queen Victoria School was formally taken over by the War Office in May, 1909.

HEALTH OF THE TROOPS.

Improvements in the conditions of military life and in the administration of the Medical Service are resulting in a steady diminution in sickness, deaths and invaliding.

A School of Army Sanitation has been instituted at Aldershot to give instruction in sanitation to combatant officers and men, and non-commissioned officers and men of the Royal Army Medical Corps. The same subject is now included in the courses at the Staff College, the Royal Military Academy, and the Royal Military College, and is taught at military stations by lectures and the distribution of literature; and all officers are examined in hygiene for promotion to captain.

By dental treatment on enlistment, a large number of promising recruits are being obtained for the Army whom it would formerly have been necessary to reject.

An expert Committee, appointed to investigate the physiological effects of the soldier's food, training and clothing, has made very valuable reports, which are now being acted on. A Manual of Physical Training has been issued, based on the Committee's conclusions, and the scientific Swedish system of gymnastics has been substituted for the old-fashioned exercises. A new equipment, possessing both hygienic and military advantages, has been introduced for the dismounted soldier.

In August, 1908, a Reserve of Nurses under the control of the Army Nursing Board was formed to supplement Queen Alexandra's Imperial Military Nursing Service in time of war.

In the same year, a Home Hospitals Reserve, composed of members of the St. John Ambulance Association and the St. Andrew Ambulance Association, was formed to staff the military hospitals in the United Kingdom upon the withdrawal of the regular Royal Army Medical Corps for duty in the field.

The Reserve of the Royal Army Medical Corps has been augmented by voluntary transfers from the Reserve of the Infantry of a certain number of men with not less than two years to serve, and from reservists of the Royal Garrison Artillery who could be spared.

MANŒUVRES.

Manœuvres on a wide scale, adapted to the principles on which the Army has been reorganised, were held in the summer of 1909. The use of a large tract of country in the counties of Wiltshire, Berkshire, Oxfordshire and Gloucestershire was obtained under the Manœuvres Act. The chief feature was the assembly for the first time of four of the six new Divisions as opposing forces.

The Manœuvres of 1910, which were held in the counties of Hampshire, Wiltshire, Dorsetshire, and Somersetshire, were specially designed to test practically the principles governing the maintenance of an Army in the field. A complete division was raised to its full war establishment, by inviting reservists to come up voluntarily for a short period of training, by temporarily filling up the ranks of the division by men from the peace establishments of other units, and by employing men of the Special Reserve. Medical manœuvres were also held on a smaller scale.

In 1911, owing to the protracted drought, the Manœuvres which were to have been held in East Anglia were abandoned.

In 1912, Manœuvres on a large scale were held in East Anglia, at which the King was present, and at which for the first time aeroplanes played an important part.

Such Manœuvres show the advantage that the troops derive from having an extensive and unfamiliar area over which to train. They also indicate, what cannot be discovered in any other way, defects which require to be made good.

HORSES.

To be efficient, a modern Army must be mobile. To be mobile, it must have a sufficient supply of horses. To meet the requirements of the Army in this respect, important measures have been taken to deal with the problem effectively.

In order to provide a reserve of trained horses for the Cavalry, additional horses are being purchased, and arrangements have been made for the boarding out of Cavalry horses. These horses are being trained for military use, and are then lent to farmers and others for light work during the time they are not required in the ranks. The cost of their keep is thus saved for the greater part of the year, and the War Office retains the right to recall them whenever required, either for training or on mobilization. The number of horses in Cavalry regiments has also been increased.

A broader scheme has been devised for ensuring a reserve of horses for the Army generally. The Territorial and Reserve Forces Act conferred on the County Associations the duty of registering horses for any of His Majesty's forces. As a preliminary measure, a census of available horses was taken by the police authorities in 1910.

The amendment to Section 114 of the Army Act, 1911, gave powers for the enumeration and classification of horses and vehicles. General Officers Commanding-in-Chief, in co-operation with the County Associations, have been made responsible for the selection and classification during peace of the horses and vehicles (with a margin of 25 per cent. to provide for casualties) required to complete units to war strength. The detailed work has been carried out by remount staff officers assisted by Adjutants of the Territorial Force. Schemes for the collection and distribution on mobilization of the horses required for the Expeditionary Force and the Territorial Force have been completed, and no delay need now be anticipated.

A scheme for encouraging the breeding of horses suitable for Army requirements, which has been prepared by the War Office and the Board of Agriculture, will be subsidized by a grant of £40,000 from the funds at the disposal of the Development Commission created under the Finance Act, 1910. This grant will be administered, under the Board of Agriculture, by an Advisory Council, on which the War Office will be represented.

The substitution of mechanically propelled for horse-drawn vehicles has also contributed to lessen the demand for horses both in peace and on mobilization.

NEW WEAPONS.

Several important improvements have been carried out in the arming of the Forces.

The issue of the new field gun, introduced in 1903, was completed, and the Territorial Force was armed with converted quick-firing 15-pounder guns in 1909. New pattern dial sights will within a short time be issued to all Horse and Field Batteries of the Artillery of the Expeditionary Force. The Artillery of the Territorial Force will also have received dial sights before the forthcoming practices.

A Field Howitzer of an improved and more powerful pattern has been approved, after extended trials, for the Regular Artillery. The new Howitzer is much superior to that which it replaces. It is a quick-firing gun with an accurate range up to 7,000 yards, and its weight very little exceeds that of a field gun. Each Division of the Expeditionary Force includes a Brigade of 3 batteries armed with these guns, the issue of which has been completed. The Howitzers thus replaced have been placed at the disposal of the Territorial Force.

A lighter pattern Maxim gun has been adopted for the equipment of the Cavalry.

The re-armament of the Regular Army with the re-sighted short rifle and the issue of a new bullet will shortly be completed. The issue to the Territorial Force of the long rifle converted to "charger loading" was completed in 1910. A magazine rifle of a new pattern is in course of issue for trial by troops. The question of an automatic rifle is being investigated.

A new bayonet of increased length, similar to that used in the Japanese Army, and a new cavalry sword were introduced in 1908 and 1909, and are now in the hands of the troops.

Other technical improvements have also been effected.

AERIAL NAVIGATION.

The Government has shown itself fully alive to the importance of the military aspects of this new question.

With a view to the scientific treatment of the whole subject, the Government appointed in 1908 an Advisory Committee of experts under the presidency of Lord Rayleigh. This Committee is engaged in collating information on aerostatics from all parts of the world, in carrying out experiments at the National Physical Laboratory, and in scrutinising investigations submitted to it in the course of the work of the Departments concerned. It is also co-operating with the Aeronautical Society and the Aero League, and has presented several Reports, which have been published.

In November, 1911, a strong Sub-Committee of the Committee of Imperial Defence was appointed to explore the whole question of Aerial Navigation in its relation to Naval and Military requirements. The principal recommendations of this Committee were announced to the House of Commons in a speech by Colonel Seely on Army Estimates, and are contained in a Parliamentary Paper (Cd. 6,067) presented in April, 1912.

To give effect to the conclusions of this Committee, which were approved by the Government, a new Aeronautical Service for Naval and Military services was established in the same month, with the designation of the Royal Flying Corps, and consisting of a Naval wing, a Military wing, a Central Flying School, and a Reserve, all of which, with the exception of the Naval wing and Naval and Marine members of the Reserve, are under the administration of the War Office.

Appropriate grades and special enhanced rates of pay for officers and other ranks, a detailed organization and a scheme of training were announced in Army Orders 130, 131 and 132, of May, 1912. A large and suitable flying ground has been purchased on Salisbury Plain, and the erection of the Central School is in progress; a considerable number of aeroplanes, by way of an instalment of the ultimate air fleet, has been provided. The Royal Aircraft Factory will continue to be used for the training of mechanics, experimental work and repairs, rather than for construction of aeroplanes.

A Competition was held in the summer of 1912, on similar lines to that recently held in France, in order to arrive at the best type of aeroplane for military purposes. To stimulate manufacturers in this country, separate prizes were set apart for British machines.

The degree of progress made in this important service is indicated by the growth in expenditure:—

In 1911–12,	the amount taken in Estimates was	£131,000
In 1912–13,	„ „ „	£308,000
In 1913–14,	„ „ „	£526,000

WAR DEPARTMENT EMPLOYEES.

The right of persons employed by the War Office to be represented by officials of their Trades Unions has been recognised, and they have been given direct access to the Secretary of State on all matters affecting a class. This arrangement has worked satisfactorily on both sides; it has enabled the authorities to obtain direct and explicit information on many matters of importance to the Department and to the employees, and has produced a better feeling generally.

Arrangements have also been made for periodical visits of the Army Council to various establishments for the hearing of petitions of work-people.

The South African War and the provision of reserve stores caused an abnormal increase in the numbers employed in the Ordnance Factories, which was inevitably followed by somewhat heavy discharges. These began before this Government took office, and they have done everything possible to retard the rate of the discharges and to minimise their hardship. As much work as was justified by the requirements of the service, and the necessity of keeping alive the private trade, has been placed with the Government Factories. Whenever it was foreseen that discharges would become inevitable, the men concerned have been warned; and those who, after such warning, obtained employment elsewhere were allowed to leave with the gratuity earned by their service, as though they had actually been discharged on reduction. But the Government has not stopped at temporary expedients, and arrangements have been

made which will, it is hoped, permanently obviate violent fluctuations in the numbers employed. These numbers will be kept within certain limits, fixed so as to admit of expansion in an emergency while avoiding a superfluity of labour in normal times. This establishment is being gradually reached by wastage, and compulsory discharges have now for some time been suspended.

ARMY CONTRACTS AND FAIR WAGES.

Greater attention has been devoted to the administration of the Fair Wages Resolution, and an endeavour has been made to administer the Resolution in a sympathetic spirit. It has been made a rule that consideration shall be given to the reputation of a firm as employers of labour, when placing orders, or adding names to the list of contractors. In the latter case, a pledge of observance of the Fair Wages Resolution is required from any firm it is proposed to note.

Facilities have been given to authorised Trades Union officials to inspect the list of contractors from time to time, and notification is also given to them of forthcoming issues of tenders.

Important contracts are periodically published in the Board of Trade Labour Gazette, subject to certain reservations dictated by the public interest.

In certain classes of contracts, more particularly those affecting the unorganised trades, the stringency of the labour conditions has been increased, and recently the experiment has been tried of fixing a minimum rate of wage for women and girls employed on clothing and cap contracts.

Inspecting officers have been appointed for the investigation of industrial conditions attending Army contracts and for inquiring into labour complaints. Infringement of the wages and labour provisions in contracts has been seriously visited, either by removal of the offender's name from the list of contractors or in other ways.

THE NATIONAL INSURANCE ACT, 1911.

Special arrangements were made in Section 46 of the Act to meet the case of men of the Royal Navy, the Royal Marines, and the Regular Army, who receive the equivalent of most of the benefits as one of their conditions of service.

The contribution of the men is accordingly fixed at $1\frac{1}{2}d.$ a week during their service and the Admiralty or the War Office, as employers, will contribute another $1\frac{1}{2}d.$ a week. If the men are, before the commencement of the Act or before enlistment, members of societies which are approved by the Insurance Commissioners, or become members of such societies within six months of the commencement of the Act or of enlistment, their membership will continue, $1d.$ instead of $1\frac{2}{3}d.$ being deducted in respect of reserve values, the remaining $\frac{5}{9}d.$ being found out of the Navy and Army Insurance Fund, into which the contributions of men not belonging to societies will be paid, and which will be credited with $\frac{2}{3}$ ths of the estimated benefits which would have been received had the men been in civil life,

The fund will be chargeable with (i.) maternity benefit during service of men not members of societies, whether at home or abroad, and whether married on the strength or not; (ii.) the transfer values of such men on leaving the Service and going to societies or the Post Office fund; (iii.) the balance of $\frac{5}{9}d.$ required for the reserve values of men who are members of societies; and (iv.) the whole of the $1\frac{5}{9}d.$ for the reserve values of men who are not members of societies.

The balance of the fund will be used for providing the benefits for men who, not being already members of approved societies, are unable through ill-health to gain admission to such societies on discharge. The solvency of the fund will be guaranteed out of Navy and Army Votes. If a man's health so improves that he is able to enter a society, his transfer value will be paid from the fund. The benefits will not be diminished on account of any pension the man may be receiving. The sickness benefit may be reduced on account of arrears, but not below 5s. a week. $\frac{2}{3}$ ths of the benefit will be paid by the State.

LEGISLATION.

1906.

Army (Annual) Act.—In addition to the usual provisions, corporal punishment was abolished and the stigma of "imprisonment" was removed from soldiers, convicted of purely military offences against discipline, who are now confined in "detention barracks." [Cap. 2.]

Seamen's and Soldiers' False Characters Act.—It was made an offence to forge a certificate of discharge of any seaman or soldier, or to use such a forgery in securing employment, or to make or use any false statements as to character or previous employment. The latter provision was chiefly aimed at dishonest referees. [Cap. 5.]

Reserve Forces Act.—Provision was made for a proportion of men belonging to the Army Reserve being allowed to reside in a British Protectorate or Colony. [Cap. 11.]

1907.

Army (Annual) Act.—In addition to the usual provisions since it was found that the punishments on active service authorised by the Army Act, as administered in South Africa, were not satisfactory, these were modified in various directions with a view to making them more effective and deterrent.

Various other amendments were inserted which were of a drafting nature. [Cap. 2.]

Territorial and Reserve Forces Act.—The Territorial and Reserve Forces Act provided for the ultimate replacement of the then existing Auxiliary Forces by a Territorial Force and by a Special Reserve of the Army Reserve. It thus organised the British Army in two lines

instead of three. It also provided for the formation of a Reserve division of the Territorial Force.

Part I. of the Act dealt with the formation and functions of County Associations.

Part II. related to the creation, government, training, &c., of the Territorial Force.

Part III. had reference to the Special Reserve.

Part IV. was supplemental. [Cap. 9.]

1908.

Army (Annual) Act.—In addition to the usual provisions, statutory authority was obtained for the enlistment of discharged soldiers in the Special Reserve, and for making officers of the Special Reserve subject to military law at all times. [Cap. 2.]

1909.

Army (Annual) Act.—In addition to the usual provisions, statutory authority was obtained for:—

(a) The transfer to the Army Council of the bulk of the statutory powers of the Secretary of State, and all the powers of the Commander-in-Chief and the Adjutant-General under the Act. The full responsibility of the Secretary of State to the Crown and to Parliament is expressly preserved, and the Secretary of State is empowered to reserve to himself, as part of the business to be transacted by him, any of the transferred powers.

(b) The power to impress motor cars and locomotives for haulage on mobilization in a case of emergency, and to confer on County Associations the power of furnishing horses and carriages for the Regulars in such circumstances. The former provision is merely a necessary extension of existing powers as to impressment of vehicles, but the latter is one of considerable importance in mobilization arrangements, as it definitely associates the various County Associations with the Regulars in the duty of obtaining horses, &c., for all requirements on mobilization. The conferring of this duty on the Associations was foreshadowed in Section II. (2) (κ) of the Territorial and Reserve Forces Act, 1907.

(c) The extension of existing powers of billeting, in the event of an emergency arising so great as to necessitate the embodiment of the Territorial Force. Hitherto the only persons liable to billets were keepers of victualling houses. On the embodiment of the Territorial Force, the accommodation in victualling houses would be entirely inadequate, and the new clause enables men belonging to that force or the Regulars to be billeted elsewhere, and entrusts the police authority with the duty of selecting the houses. The County Associations are not brought into this matter, which is left to the regular officers concerned to arrange with the police direct.

(d) The power enabling a Colonial legislature to apply the Army Act, if it wishes, to the Colony's forces, subject to such adaptations as may be necessary to make it applicable. There is no obligation imposed, but, if the Act is applied when Colonial troops are serving on active

service with the British forces, it would obviate the anomaly of troops serving against the same enemy, under the same General, being subject to different disciplinary codes.

Further amendments extend the definition of Governor so as to include the High Commissioner or Commissioner of a British Protectorate; make it clear that the Governor of a Colony can be authorised to convene and confirm the findings of general courts-martial, if he has had conferred on him the command of any of His Majesty's forces; make individual members of Indian and Colonial forces subject to the Act when attached to home forces for training purposes; and provide a clearer definition of the status of Reservists when subject to military law. [Cap. 3.]

1910.

Army (Annual) Act.—In addition to the usual provisions, statutory authority was obtained, with a view to reducing the number of courts-martial, for the increase of the powers of a Commanding Officer, so as to enable him to award sentences of detention up to 28 days for any offence. [Cap. 6.]

1911.

Army (Annual) Act.—In addition to the usual provisions, Section 114 of the Army Act, relating to the impressment of carriages and animals, was amended in two particulars—

(a) In Great Britain the police authority or the County Associations (instead of the police authority only) were given powers for causing lists to be made of persons liable to furnish carriages and animals; in Ireland the powers were vested in the police authority only.

(b) The right of entry into premises was conferred on properly authorised officers.

Section 145 (3), relating to the liability of a soldier to maintain his wife and children, was amended, in that the amount of the process money expended on the attendance of a soldier, at the hearing of a case against him for the enforcement of this liability, may now be recovered by deduction from his pay as a public debt, in addition to the ordinary deductions. [Cap. 3.]

Geneva Convention Act.—In order to give full effect to the ratification of the Geneva Convention Act, 1906, the use for any purpose of the emblem of a red cross on a white ground, or the words "Red Cross" or "Geneva Cross," without the authority of the Army Council, was forbidden, a period of grace of four years being granted in the case of trade marks registered before the Act. [Cap. 20.]

Official Secrets Act.—A new Act for the better protection of information, the disclosure of which would be contrary to the public interest, was passed in substitution for the Act of 1889.

The principal changes were :—

(a) The burden of proof is shifted from the State to the accused; a wrongful intent is inferred unless the contrary is proved.

(b) The intention of doing something prejudicial to the safety or the interests of the State is sufficient to convict.

(c) Power is given to a Secretary of State for extending the definition of prohibited places.

(d) Powers of arrest, without the leave of Attorney-General, and in certain cases without warrant, and of search are granted. [Cap. 28.]

Military Manœuvres Act.—The Military Manœuvres Act, 1897, was amended in the following principal particulars:—

(a) The same area may be scheduled for manœuvres by Order in Council within a period of five years, with the consent of the local municipal authorities, and an area, if no part of it shall in fact have been used for manœuvres, may be regarded as never having been scheduled.

(b) Greater facilities are given for entrance into enclosed woods, plantations and parks, and for closing roads [Cap. 44.]

1912-13.

Army (Annual) Act.—Section 145 of the Army Act, relating to the liability of a soldier to maintain his wife and children, was amended, to increase the stoppage from pay for the maintenance of a bastard child from 6*d.* to 7*d.* in the case of a non-commissioned officer not below the rank of sergeant, and from 3*d.* to 4*d.* in the case of lower ranks.

Section 163 (j) was amended, to simplify the procedure in the case of the surrender to the military of a deserter or absentee without leave.

Section 175 (7) and 176 (9) and (10) were amended by the omission of the words “beyond the seas,” so that the protection afforded by Article 10 of the Geneva Convention, 1906, to the personnel of voluntary aid societies if subject to military law and regulations, might be extended to the case of operations in the United Kingdom.

Additional sub-sections (12) and (11) were added to Sections 175 and 176, and Section 177 was amended, with retrospective effect, to meet certain difficulties which arose in connection with the application of the Army Act to the forces of the Union of South Africa. [Cap. 5.]

Aerial Navigation Act.—This Act extended the power to regulate the navigation of aircraft within certain prescribed limits and to enforce compliance with duly formulated regulations. [Cap. 22.]

WORKS, OFFICE OF

<i>The First Commissioner of Works</i>	{	THE RT. HON. LEWIS HARCOURT, M.P. (1905–10.)
		THE RT. HON. THE EARL BEAUCHAMP, K.C.M.G. (1910.)
<i>Representative in the House of Commons</i> - - -	{	WEDGWOOD BENN, Esq., M.P. (1912.)
<i>Permanent Secretary</i> - - -	{	HON. SIR SCHOMBERG McDONNELL, G.C.V.O., K.C.B. (1905–1912.) LIONEL EARLE, Esq., C.B., C.M.G. (1912.)

ADMINISTRATION.

The record of the Office of Works for the last six years is one of numerous improvements in administration, adding materially to the pleasure and convenience of the general public. The legislation of recent years has greatly increased the business of the Department and extended its responsibilities, whilst work in connection with the construction and maintenance of Government buildings has developed in accordance with modern requirements. The total voted expenditure controlled in 1912–13 was £2,333,450, and, in addition, there are various Deposit Services involving the control of about £250,000 per annum.

ROYAL PALACES.

Arrangements have been made for the housing of the Salvage Corps at Windsor Castle, in buildings adjacent to the Castle, with a view to preserving, in case of fire, the valuable furniture and works of art.

Precaution has also been taken against the risk of fire, by the installation of electric lighting and heating at Hampton Court Palace, and the consequent disuse of oil lamps, oil stoves and candles.

An interesting discovery has been made at Hampton Court Palace. It was well known that in the original building of Wolsey, the entrance was protected by a moat spanned by a bridge, and it was assumed that the moat was filled in, and the bridge either removed or covered over, at the time of Wren's restoration. In 1909 it was ascertained, as the result of excavations, that the bridge was still in existence; the moat has, therefore, been dug out, and the bridge exposed and restored as far as possible to its original form.

An innovation at Holyrood Palace has been the opening of the Historical Apartments to the public on Sundays. The first Sunday on which they were thrown open was the 13th June, 1909.

On the accession of the present King, in 1910, a special grant of £55,000 was voted by Parliament for sanitary improvements, structural

and other special works necessary to prepare Buckingham Palace, Windsor Castle and Marlborough House for occupation by their Majesties and Queen Alexandra.

A change was also made, on the recommendation of the Select Committee on the Civil List, as regards expenditure out of the Vote for Royal Palaces. The amounts required for Palaces in His Majesty's occupation are not now shown in detail, but a fixed sum of £27,000 per annum is placed upon the Estimates, under the head of Palaces in the personal occupation of the Sovereign, including Windsor Castle, Buckingham Palace, Frogmore and Marlborough House.

The State Apartments at Holyrood Palace were redecorated in 1911, to enable the Court to go into residence there in July.

Some rooms in Kensington Palace have graciously been lent by the King for the London Museum, until such time as a building can be erected for the purpose. The Museum was formally opened in March, 1912.

ROYAL PARKS.

A number of extensive alterations and improvements, which have been in hand for some years, have now reached completion. Thus, the new frame ground in Hyde Park is in full use, and the area formerly utilised for the purpose in Kensington Gardens has been laid out as a Sunk Garden in the Dutch style. The removal of the workshops and stores at the north of the Orangery and of the Model Yacht Club Houses on the west, which has followed the removal of the frame ground, has been effected.

A new Tea House in Hyde Park has been opened to the public, and the records of attendance show that it serves a long-felt want and is much appreciated.

During the unusually hot summer of 1911, a certain portion of the shore of the Serpentine, west of the ordinary bathing place, was allotted for the use of girls under 14, and was opened from 25th July to 26th August during the school holidays, bathing being allowed from 1 p.m. to 6 p.m. An enclosure was made and an attendant appointed, while additional boats, manned by men employed under the Royal Humane Society, were stationed during bathing hours opposite this and also the boys' and men's bathing places, which, owing to the warm weather, were used by unprecedented numbers of bathers. The bathing hours were also extended half an hour, while boys under 14 were allowed to bathe from 1 p.m.

The attraction of Kensington Gardens for children has been much accentuated by the formation of a playground reserved for their particular use. With the generous help of anonymous benefactors, a clock and drinking fountain have been erected, and the playground has been equipped with numerous swings, a giant stride, skipping ropes and a sand pit; and permanent conveniences built for both girls and boys. The ground is opened at 9 a.m. and closed half an hour before the time for closing the Gardens. An attendant is on duty to preserve order and to see that the children come to no harm.

A statue of Peter Pan, by Sir George Frampton, was presented by Mr. J. M. Barrie and erected in the spring of 1912.

Material assistance has been rendered to the police in the preservation of order at large public meetings in Hyde Park, by the erection of an observation box, fitted with a telephone, so that it is now possible to obtain a comprehensive view of the proceedings and to call up reinforcements and direct them to the point where they are required with the least possible delay.

In the south-west corner of St. James's Park a sand playground for children has been made, which, during the warm weather and the holidays, attracts many hundreds of children from the surrounding parishes.

The ground on the west of Primrose Hill was re-turfed in the winter of 1906-7.

On Primrose Hill a tea house has been erected, to which is attached a dressing room for the use of boys playing games. There is also a convenience for ladies.

In Richmond Park, a portion of Spanker's Hill Plantation has been opened to the public during certain parts of the year, and some of the roads have been widened.

An area of about ten acres in the paddocks has been enclosed and converted into a nursery for raising plants, shrubs and trees for use in Hyde and St. James's Parks. This has not withdrawn from the public any ground which was previously opened to them. Boy Scouts have been granted permission, under certain restrictions, to use Richmond and Bushey Parks for exercises and games.

The management of Richmond and Kew Greens has been transferred, under the powers of the Crown Lands Act, 1906 (6 Edward VII., c. 28), to the Council of the Borough of Richmond. These Greens are used almost solely for local purposes, and the Commissioners did not feel justified in spending upon them, from Imperial Funds, the money necessary to meet the wishes of the neighbouring residents.

A fortunate chance enabled the Department to acquire at a low price four beautiful old lead figures, representing the Seasons, and these have been placed in the Dutch Garden at Hampton Court.

In the Royal Botanic Gardens at Edinburgh, the rock garden has been reconstructed and a new rose garden made. Additional facilities have been afforded to Students of Botany by the introduction of electric lighting into the Herbarium.

HOUSES OF PARLIAMENT.

Many useful improvements have been made in the accommodation of the House of Commons. The new Dining Room on the Terrace Floor, the additional rooms for Ministers, better Smoking Room accommodation and the alteration in the Division Lobbies may be mentioned as the more important. It is estimated that under the new system of taking Divisions, instituted by Mr. Harcourt, something like ten minutes is saved on each Division.

The Ventilation improvements in the House of Commons and its precincts have now been brought practically to a conclusion. Additional accommodation for members of the Press Gallery has been provided. A new Grand Committee Room has been constructed, the storage for

books in the Library has been enlarged, and the internal stonework of the building has been further cleaned of paint and dirt.

A staircase from the Lower Waiting Hall to the Terrace is (April, 1913) being reconstructed, and, by the removal of a small refreshment bar, it has been possible to put into use for the first time a very handsome fireplace in the Lower Waiting Hall. Improved arrangements are being made for public cloak room accommodation in connection with the Committee Rooms upstairs.

A new Telephone Exchange has been constructed on the top floor on the river front, and three telephone boxes placed near the entrance to the Commons' Lobby.

Offices have also been formed on the ground floor, for the official reporters of the House of Commons.

Several additions have been made to the pictures in the Palace of Westminster, the most notable being the presentation by certain Peers of six panels of historical subjects by well-known artists.

A careful examination and systematic repair of the woodwork of the roof of Westminster Hall is in progress, and is expected to be completed in 1914.

The drainage of the whole of the Houses of Parliament is being remodelled. The work is being carried out in sections, and it is hoped that flooding will now be effectually prevented.

Money has been taken in the 1913-14 Estimates for the provision of a lift which would rise from the Terrace to the top of the building in a shaft adjacent to the new staircase.

Re-arrangement of the Committee and Public Bill Offices will, it is hoped, put at the disposal of Members, later in the year, a large room on the west of Westminster Hall, for whatever uses may be thought desirable.

PUBLIC CIVIL BUILDINGS.

The first section of the new Government Offices, Westminster, has been finished, and is now occupied by the Local Government Board and the Education Department. A great concentration of Government Offices has been effected thereby, in consequence of which other offices, in addition to those named above, have benefited, *e.g.*, Home Office, Treasury, &c. The extension of the building up to St. James's Park is now in hand. It will provide accommodation for the growth of the Local Government and Education Offices, for the Office of Works, and for some smaller Departments.

A building for the extension of the National Gallery has been erected. The extension is westwards, over part of the site of St. George's Barracks, and the cost of the work was about £39,000.

The existing Galleries are to be rendered absolutely fireproof by the practical reconstruction of the buildings. The work is being carried out in sections.

An important improvement was found to be practicable, which still further reduces the risk of fire. All boilers for heating, &c., have been removed from the National Gallery, and from the adjacent National Portrait Gallery; and heat and electric power will be obtained from a station in the Orange Street Waterworks, which are Government property,

on the opposite side of the street. Economy in working, as well as safety, will result.

The establishment at St. George's Barracks and the Recruiting Station have been removed from the back of the National Gallery to Old Scotland Yard, thus further reducing the risks of fire and affording space for further enlargement.

Four additional Courts at the Royal Courts of Justice have been erected on the land to the west of the main building; the cost has been about £97,000.

A new Office for the Board of Agriculture and Fisheries is being erected in Whitehall Place; the building is estimated to cost about £100,000.

Through the generosity of the late Sir J. J. Duveen, an extension of the British Art Gallery, for the exhibition of Turner's pictures, has been carried out.

A reconstruction of the dangerous timber roofs of Hertford House, and other alterations, are being undertaken, for the prevention of damage by fire to the Wallace Collection.

A new Stationery Office and Stores are being erected in Waterloo Road, Lambeth. The accommodation in the present Stationery Office is insufficient, and the building is poorly equipped with modern appliances, and not safe from fire risks. The change will, moreover, set free the present very valuable site in Westminster.

The British Museum extension in Montague Place, a range of galleries to the north of the existing buildings, is in hand. The foundation stone was laid by King Edward VII. The estimated cost is £208,000.

The Imperial College of Science new building was completed in 1907 at a cost of about £330,000.

The last section of the Victoria and Albert Museum, which cost about £600,000, was completed in 1909, and opened in State by King Edward VII.

It has been decided to rebuild the Science Museum, and the Eastern Section will be begun shortly. The Commissioners for the Exhibition of 1851 will contribute £100,000 towards the cost. In connection with this scheme, an extension of the Natural History Museum to the east will be undertaken, and this will include a new Geological Museum, to which the collection in Jermyn Street will eventually be removed.

An enlargement and improvement of the Scottish Law Courts, and also the new Admiralty Extension at Spring Gardens, have been completed.

The Sasines Office in the General Register House, Edinburgh, has been rendered fireproof.

Under the National Galleries of Scotland Act, 1906, the buildings in Edinburgh known as the Royal Institution, the National Gallery, and the National Portrait Gallery, and Dunblane Cathedral, formerly vested in the Board of Manufactures, have been transferred to the keeping of the First Commissioner of Works.

The National Gallery Building, Edinburgh, has been reconstructed for the purpose of housing the National Collection of Pictures, on the removal of the Royal Scottish Academy, at a cost of some £12,000.

A sum of about £12,500 has been spent on the re-roofing of Glasgow Cathedral, the old roof having become unsafe through age.

Much more attention than formerly is being given to the preservation and protection of Ancient Monuments and Historic Buildings; and, in particular, much has been and is being done at Carnarvon Castle in this way.

The First Commissioner (Lord Beauchamp), in co-operation with the various National Commissions on Historic Monuments, is making special efforts to elicit local activity and interest for the care and custody of these Monuments.

The Royal Scottish Museum, Edinburgh, no longer affords the requisite accommodation for the exhibition of objects of interest, and the opportunity has been taken from time to time to acquire property coming into the market for the purpose of extending the building. Without compulsory powers, however, it is not possible to obtain the whole of the ground required, and an Act was passed in 1912 to enable the Government to acquire the necessary land. The cost of the further ground required is estimated at £20,000, and the total cost of the proposed new buildings at £126,390. It is not intended, however, to carry out the whole scheme of enlargement at once, and the first section of the work is estimated to cost £54,390.

LABOUR EXCHANGE AND INSURANCE BUILDINGS.

Considerable pressure has been exerted in the Department during the last 2½ years in connection with the provision of accommodation for Labour Exchange purposes. About 420 Exchanges are now open in Great Britain.

Permanent buildings are to be erected to accommodate the more important Exchanges now housed in hired premises, and sites have already been acquired for this purpose in many instances.

Unemployment Insurance will be dealt with in Labour Exchanges, and extensive revisions of the accommodation at nearly all the existing Exchanges will be necessary in consequence.

COMPLETION OF IMPORTANT BUILDINGS.

In the last six years the following buildings have been completed:—

The fourth block of the new Admiralty Buildings in St. James's Park, completing the scheme begun in 1890, at a cost for land and buildings of over £1,000,000.

The new Public Offices at Westminster for the Local Government Board and the Board of Education, erected at a cost of over £650,000.

The Duke of York's Royal Military School at Dover. The removal from Chelsea took place in July, 1909. The cost of the building, exclusive of site, was over £187,000.

The new Royal College of Science at South Kensington, erected at a cost of £308,000.

The new Magnetic Observatory for the Royal Society at Eskdale Muir; cost about £24,000.

The Victoria and Albert Museum Extension, the foundation stone of which was laid by Queen Victoria, was opened to the public by King Edward VII. in June, 1909. The building has cost upwards of £600,000.

The new Embassy House at Madrid; cost, about £52,000.

The new Legation House at Addis Ababa; cost, £21,000.

The new Legation House at Mexico; cost, over £24,000.

The new Parcels Office at Southwark; cost, nearly £60,000.

The new Northern District Postal Stores; cost, £94,000.

The new Parcel Office at Glasgow; cost, nearly £75,000.

The new Post Office at Aberdeen; cost, £56,000.

The new Northern District Post Office; cost, nearly £57,000.

The new Post Office at Hull; cost, £53,000.

The new Power Station at Blackfriars; cost, £57,000.

The new General Post Office, King Edward Building. The total expenditure, exclusive of site, up to 31st March, 1911, was £320,000. The building was opened in November, 1910.

The new Western District Post Office; cost, about £60,000.

The new Post Office at Sheffield; cost, £55,000.

The Extension to the General Post Office at Edinburgh; cost, £68,000.

The new Sorting Office and Branch Post Office at Newton Street, Manchester; cost, £64,000.

POST OFFICE AND TELEGRAPH BUILDINGS.

The programme for new buildings, or for the enlargement of existing buildings, includes some 80 separate and important works in progress or proposed.

The following may be noted :—

	Estimated Cost. £
General Post Office East (until recently the main General Post Office)—rebuilding	265,000
North Western District Post Office Extension	58,500
Birmingham new Parcel Office	46,000
do. new Telegraph Factory	55,000
Glasgow Head Post Office Extension	58,078
do. new Telegraph Stores	85,000
Studd Street, Islington, Extension of Postal Stores Dépôt	55,870

ANCIENT MONUMENTS.

The guardianship of twenty-six monuments included in the Schedule to the Act of 1882, and of seventeen other monuments of a similar nature, which were brought under the provisions of the Act by Order in Council, has been accepted by the Commissioners. Under the Act of 1900, forty-seven monuments and buildings of historic interest have been

taken over, and to this number must be added sixteen buildings which are the property of the State, and also certain historic buildings in the charge of the War Office, now partly or wholly maintained by the Office of Works. The Commissioners are in communication with the proprietors of other historic buildings and prehistoric remains, with a view of taking charge thereof under the provisions of the Acts.

The post of Inspector of Ancient Monuments, which had been for some time vacant, was filled by the appointment of Mr. C. R. Peers, F.S.A., in March, 1910. The extent of the work is rapidly increasing, and in order to deal with it systematically and efficiently, the Division of Ancient Monuments and Historic Buildings has been reorganised, and a system of quarterly reports instituted, in addition to the regular inspections.

Private owners and antiquarian societies appear to recognise now that the Commissioners of Works are the only public body having both legal powers to preserve such monuments, and also an organised and trained staff, which can continuously carry on the work of supervision and reparation. The weakness of the position is that the above Acts, unlike those which have been passed in other civilized countries, give no power to the Government to prevent the destruction or defacement of a monument which has not been placed under the Act. It is now, however, recognised that the time has come when such powers might advantageously be granted, and, following on a suggestion made by the Royal Commission on Historical Monuments (England) in a report on the County of Hertford, a Bill has been introduced to give powers to the Commissioners of Works, acting on the recommendation of an Advisory Board, to intervene in cases where historical monuments are in danger of destruction or defacement. This intervention is to take the form of a Provisional Order, which may be made permanent at the end of 18 months by Act of Parliament.

CONTRACTS AND LABOUR QUESTIONS.

The responsibilities of the Office of Works have grown with the commercial, social and educational progress of the country. Concurrently, the expenditure of public funds controlled by the Department has been largely increased. As a result, the importance and number of the Contracts entered into with the Board, and the number of labour questions arising in connection therewith, have been proportionately augmented. Legislative action in the interests of the working classes, and the growing tendency to submit disputes to arbitration, have added to, rather than diminished, the responsibilities and work of the Department.

In order adequately to deal with such matters, Mr. Harcourt, then First Commissioner, established in May, 1909, a special Branch of the Secretariat. Already the operations of the Branch have proved of much value in the criticism and co-ordination of the various forms of Contract, Invitations to Tender, &c., and in securing uniformity of proper Labour Conditions in all the Contracts of the Department. Mr. Harcourt's policy with regard to such labour conditions, which has since been consistently followed, was, *inter alia*, to secure the observance

by all the Board's Contractors of the spirit of the Fair Wages Resolution passed by the House of Commons on the 10th March, 1909. With this object, the following clause was drawn up and included in the Building, Engineering, and, so far as is practicable, in all other Contracts of the Department:—

“TRANSFER OF CONTRACT.—This Contract, or any part or “ share thereof, or interest therein, shall not be transferred, assigned “ or sublet by the Contractors, directly or indirectly, to any persons “ or person whomsoever, without the written consent of the Com- “ missioners.

“ENGAGEMENT OF WORKMEN.—In the employment and engage- “ ment of workmen required for the execution of work the subject of “ this Contract, no preference shall be given as between ‘unionists’ “ and ‘non-unionists.’

“WAGES.—The wages paid by the Contractor to such workmen “ shall be those generally accepted in each trade for competent “ workmen in the district where they are employed.

“WAGES BOOKS.—The Contractor shall keep proper wages “ books and time sheets showing the wages paid to and time worked “ by the workmen in his employ in and about the execution of this “ Contract, and such wages books and time sheets shall be open to “ the inspection of the Commissioners or their representative at “ such times as they may think fit.

“EXHIBITION OF NOTICE.—The Contractor shall exhibit a copy “ of this Clause in a prominent position in his factory or workshop “ or stables or other place where it can be clearly seen by the “ employees engaged on this Contract.”

Every complaint on the part of the employees of any of the Board's Contractors, whether made personally or through the accredited representative of a Trade Union, receives immediate and careful attention, and, if necessary, an investigation is instituted for the purpose of verifying the ground of the complaint and securing its removal. Moreover, a systematic inspection of the pay-sheets of the Board's Contractors is now carried out.

Since the formation of the Contracts and Labour Branch in 1909, considerably over two hundred important Labour questions have been dealt with, and, in most cases, settled with satisfactory results from the point of view of the Trade Union concerned and of the Department. Many of these cases have involved important questions of principle, and have necessitated a considerable amount of detailed investigation. The Branch has, moreover, dealt with a large number of Labour and Trade Union questions of minor importance, which have arisen from time to time in connection with the Contracts of the Department.

Since the above-mentioned date, over 31,800 Tenders have been opened and dealt with in the Branch.

The work of the Branch has also proved of great utility in connection with the cases which are constantly arising out of the claims under the Workmen's Compensation Acts.

LEGISLATION.

1908.

Public Offices Sites (Extension) Act.—Provides for the acquisition of land in Westminster for the completion of the new Public Offices. Provision is made for the buildings by setting aside a sum out of the realised surplus of 1907–8. The same Act gives power for the extension of the Patent Office rendered necessary by the passing of the new Patent law. [*Public Local Act.*]

1910.

Ancient Monuments Protection Act.—Extends the powers of the Commissioners of Works to accept the guardianship of ancient monuments. [Cap. 3.]

Duke of York's School (Chapel) Act.—Vests the Chapel and site in the Commissioners of Works. [Cap. 16.]

1911.

National Gallery and St. James's Park Act.—Provides for the transfer from the War Department of lands required for the purposes of the National Gallery, and for small alterations in St. James's Park in connection with the Admiralty Block IV. [Cap. 23.]

1912-13.

Public Offices (Sites) Act.—Provides for the acquisition of additional sites for Public Offices, and for certain other purposes. [*Public Local Act.*]

Royal Scottish Museum (Extension) Act.—Provides for the acquisition of property for the extension of the Royal Scottish Museum at Edinburgh. [Cap. 16.]

WALES.

ADMINISTRATION.

Although the administrative work of most of the Government Departments is conducted in England and Wales on parallel lines, there are some distinctively Welsh features of administration, introduced or developed by the Liberal Government, which deserve mention in these pages.

AGRICULTURE, &c.

Agricultural Commissioner for Wales.—In 1912, the President of the Board of Agriculture and Fisheries, recognising that Welsh agricultural conditions differ substantially from those existing in England, appointed Professor C. Bryner Jones, M.Sc., the Head of the Agricultural Department, University College, Aberystwyth, to be Agricultural Commissioner for Wales. The duties of the Commissioner consist primarily in advising the Board as to the manner in which grants from the Development Fund can be used to the best advantage in Wales, in supervising the administration of schemes aided by such grants, and generally in keeping the Board informed on all questions affecting Welsh Agriculture. The Commissioner has the assistance of a Welsh-speaking Inspector and Clerk, and an office has been set up in Aberystwyth from which the work is carried on. In the letter announcing the appointment of the Commissioner to the County Councils, it was intimated that the President also proposed to set up an Agricultural Council for Wales, consisting mainly of agriculturists nominated by the County Councils, together with representatives of the Agricultural Departments of Aberystwyth and Bangor University Colleges, which should meet twice a year for a discussion and interchange of views on agricultural questions. Mr. Runciman himself presided at the inaugural meeting of the Council in November, 1912, and Committees were appointed to deal with the development of agricultural education and the improvement of live-stock. A Farm School at Madryn Castle, Carnarvonshire, has already been established, and other important schemes are under consideration.

Small Holdings.—Mr. John Owen was appointed Small Holdings Commissioner for Wales in May, 1911. The figures relating to the acquisition of Small Holdings in Wales are given at page 18.

Road Board.—The grants made by the Road Board in Wales will be found on page 268.

Coast Erosion.—The Royal Commission on Coast Erosion took a large amount of evidence from local authorities and private owners in Wales, and also received much expert advice from geologists and others having particular knowledge of the Welsh coast-line. Moreover, in July, 1907, a Committee of the Commission made an inspection of the whole of the coast-line of Wales, beginning at Monmouthshire and ending at the River Dee. This Committee directed its attention to the

erosion and accretion occurring on the coast, and to the possibility of the reclamation of tidal lands. The findings of the Committee, and the conclusions of the Commission on the evidence given with respect to Wales, are embodied in the final Report, issued in May, 1911.

EDUCATION, BOARD OF : WELSH DEPARTMENT.

Permanent Secretary - - - ALFRED T. DAVIES, Esq. (1907.)

Chief Inspector - - - OWEN EDWARDS, Esq. (1907.)

The establishment in 1907 of a Welsh Department, with a Permanent Secretary, Chief Inspector and administrative and inspectorial staffs, having special knowledge of Wales and of Welsh educational conditions, has been followed by a series of administrative steps calculated to increase the efficiency of Education in the Principality. It has at the same time had the effect of enabling the Board's administrative action in Wales to become more expressive than would otherwise have been possible of Welsh aspirations in a field in which the Welsh nation has shown, in a marked degree, both desire and aptitude for progress and development.

Among the events which have marked the administration of Education in Wales during the last six years are the following :—

(1) **Public Elementary Schools.**—These have risen in number from 1,774 in 1906 to 1,855 in 1912.

All of the new schools, with nine exceptions, are Council Schools, and towards the erection of 32 of them the Board made Building Grants, under the Appropriation Act, 1907, to the amount of £33,383.

(2) **Training Colleges.**—Three new Colleges for Teachers are being erected, at Swansea (in place of an existing one), Barry, and Caerleon ; whilst the Normal College at Bangor has been reconstituted and enlarged. The increase in the number of places at Training Colleges in Wales since 1906 will amount to 535. Towards this enlarged provision, the Board have made Building Grants which, in the aggregate, will probably amount to £122,000.

(3) **Welsh Language.**—The Welsh Language is now required to be taught and utilised for educational purposes to a far greater extent than was ever the case before.

(4) **Secondary Education.**—The Grants paid by the Board of Education, through its Welsh Department, in aid of Secondary Education in Wales have increased in amount from £21,439 in 1906 to £70,796 in 1912.

(5) **Audit of School Accounts.**—The accounts of the Intermediate Schools of Wales have now—by Section 4 of the Education (Administrative Provisions) Act, 1911—to be subjected to audit by the Local Government Board, a step tending to greater economy and regularity in administration.

(6) **University and University Colleges.**—These Institutions are now in receipt of an annual Government grant amounting to £31,000, as compared with £16,000 in 1905, in addition to which they receive grants in aid of the training of teachers and of the teaching of Agriculture.

Among the other matters in connection with which the establishment of a Welsh Department has been followed by developments, which it is impossible to do more than merely mention here, are the following:—

The better observance of St. David's Day in the Schools of Wales; the issue of a Welsh edition of the Board's Syllabus of Lessons on Temperance; the initiation of a system of triennial reports on the educational activities of the Local Education Authorities of Wales, to be followed by a survey, every third year, of the condition of Education in the country; the establishment of a number of Summer or Vacation Schools for Teachers, which are held, each year, at various educational centres in Wales and which are assisted by the Board's grants; co-operation with the National Library of Wales in efforts to preserve the educational records of Wales, &c., &c.

NATIONAL HEALTH INSURANCE.

The appointment of a separate body of Insurance Commissioners for Wales in December, 1911, met with general approval in the Principality, and the City of Cardiff promptly offered, and the Government accepted, a valuable site for the erection of permanent headquarters for the Commission in Cathays Park. A temporary suite of offices in the City Hall was at once lent to the Commission and furnished by H.M. Office of Works. The indoor staff of the Commission was as far as possible recruited by transfer of established Civil Servants from London, and the outdoor staff by means of a competitive examination after advertisement and nomination, with due regard to various types of industrial experience required. Care was taken in forming the staff to secure a large proportion of Welsh-speaking officers. Early in 1912, a number of lecturers were engaged to expound the provisions of the Act; the majority of these were able to speak effectively in the Welsh language. Their work was supplemented by means of leaflets and pamphlets, many thousands of which were circulated before the Act came into operation. The Commissioners themselves also held a series of conferences of representative persons in various parts of the country for the purpose of preparing the way for an intelligent observance of the Act.

There are about 680,000 insured persons in Wales, of whom over 105,000 are women. Of this number, 19,000 men and 4,500 women are deposit contributors; the rest are members of Approved Societies. The Commissioners have approved, under Section 23 of the Act, 171 Societies. Included in this number are 7 Welsh Orders, with over 400 registered branches. Eight societies cater for women only. In addition, the international societies approved by the Joint Committee have a large membership in Wales. An interesting type of Approved Society operating in Wales is the County or District Association. There are 11 of these, with 143 constituent societies. They were formed as a

result of a series of conferences held throughout Wales, at which the Commissioners were represented, and they have been instrumental in preserving the identity of the small independent societies.

In common with the Scottish Commissioners, the Welsh Commissioners have issued regulations prohibiting meetings of Approved Societies on licensed premises, except temporarily until the expiration of existing tenancies. These regulations were submitted to and approved by the Advisory Committee set up by the Commission under Section 58. The proportion of friendly societies meeting in public houses was very high in Wales, and, although the regulations have met with opposition in some quarters, there is every prospect that they will soon be everywhere observed. Religious bodies and education authorities have readily placed their premises at the disposal of societies.

The Commissioners have set up 17 Insurance Committees with a membership varying from 40 to 80. They have confronted their heavy and complicated duties with energy and done much to secure the smooth working of the Act. Their negotiations with medical practitioners have, with slight and temporary exceptions, involved no serious difficulty. The great majority of the doctors in each area are serving on the panel and are being paid on a capitation basis. A number of medical systems or institutions in existence at the time of the passing of the Act have been approved under Section 15 (4) by the Insurance Committees and the Commissioners. Most of these are in Glamorgan and Monmouth. In a few cases, insured persons have been allowed to make their own arrangements under Section 15 (3). It is proposed to allocate a grant of £8,000 to doctors attending insured persons in sparsely populated and inaccessible districts.

The provisions of the Insurance Act dealing with tuberculosis were heartily welcomed in Wales. In six of the Welsh counties, the consumption death rate was noticeably higher than in the rest of the kingdom. In 1910, a conference of representative Welshmen decided that the national memorial to King Edward VII. should take the form of an organised attempt to stamp out tuberculosis in Wales. The Memorial Association was recognised in the Insurance Act and has since been incorporated by Royal Charter. [See page 337.]

The task of establishing a new and complicated system of insurance has not been accomplished without much difficulty and some opposition. But the co-operation of the public affected has been so general as to overshadow completely the few isolated cases of deliberate evasion or antagonism. In all their work, the Commissioners have been able to reckon on the trained experience of the other departments of State and particularly on the Stationery Office, the Post Office and the Office of Works, upon all of which they made frequent and heavy demands.

NATIONAL LIBRARY.

The necessity for adding to the educational facilities of Wales the means for carrying on the higher studies and research work has led to the establishment of the National Library of Wales at Aberystwyth, and the National Museum at Cardiff.

The Charter of the Library is dated March 19th, 1907. It was actually started on the 1st January, 1909, when the Library of Sir John Williams, given by him, was transferred to a building in Aberystwyth, taken as a temporary home. Other collections were immediately after transferred.

A deputation waited upon the Chancellor of the Exchequer with regard to the maintenance of the Library. A grant of £4,000 per annum has been made, with a special grant of £500 per annum, for two years, to defray the cost of binding and cataloguing the valuable Manuscripts in the Library.

The permanent building is in course of erection, the foundation stones having been laid by King George V. and Queen Mary on the 15th July, 1911. Towards the cost, a Treasury Grant of £50,000 has been promised, £30,000 being paid during the year 1912-13.

The Copyright Act of 1911 gave to the National Library of Wales the same privileges (with a few exceptions) with regard to works published in the British Islands as are enjoyed by five other Libraries in England, Scotland and Ireland.

NATIONAL MUSEUM OF WALES.

This Institution was founded by Royal Charter granted by King Edward VII. on the 19th March, 1907, and is in course of erection at the present time in Cathays Park upon a magnificent site of four acres presented by the Cardiff City Council. The work of the Museum is carried on by a Court of Governors, a Council, and Committees, with a Director and Staff. The objects of the Museum (as set out in the Charter) are mainly and primarily the complete illustration of the geology, mineralogy, zoology, botany, ethnography, archaeology, art, history, and special industries of Wales, and the preservation of objects and things, including pictures, statuary, &c., whether connected with Wales or not, which may assist in the educational advancement of the Principality.

The foundation stone of the new Museum building was laid by King George V. on the 26th June, 1912, and the contract for the foundations of the first portion of the building is nearing completion. It is estimated that the cost of the erection and equipment of that part of the building, which is being proceeded with at the present time, will be £233,000. One-half of this amount will be furnished by the Treasury, on the understanding that the other moiety is forthcoming from other sources. It is hoped that the contract for the superstructure will be let in June or July of the present year (1913).

The Income of the Museum is made up of a Grant in Aid by the Treasury (£4,000 for 1913-14), and the produce of a halfpenny rate levied by the City of Cardiff (£2,100).

The Cardiff Corporation has transferred to the National Museum Authorities the valuable collections which formed the Municipal Museum. The collections and specimens of the Museum are open to the public in the Museum Building in Trinity Street, Cardiff, and a gallery has been erected in one of the quadrangles of the City Hall in which Temporary Exhibitions are held.

PUBLIC RECORDS.

The Royal Commission on Public Records was appointed on 11th October, 1910, to inquire into the state of the Public Records of England and Wales, &c.

In its First Report, issued in 1912, it unanimously recommended to His Majesty, "That all Welsh Records, including those relating to Flintshire, but excepting those relating to the County of Chester, which have been transferred to London since the date of the Public Record Office Act of 1838, should be re-transferred to the Principality for preservation in a Record Office for Wales." The Commissioners expressed the opinion "that the Records if re-transferred should be kept together in proper custody in a Record Office for Wales in some place accessible both to English and Welsh students, close to a Reference Library, near one of the Colleges of the University of Wales, and not too remote from the others."

ANCIENT MONUMENTS, &c.

The Royal Commission on Ancient Monuments (Wales and Monmouthshire) was appointed by Royal Warrant on 10th August, 1908, and ratified and confirmed on 26th May, 1910, for the purpose of "Making an Inventory of the Ancient and Historical Monuments and Constructions connected with or illustrative of the contemporary culture, civilisation and conditions of life of the people in Wales and Monmouthshire from the earliest times, and to specify those which seem most worthy of preservation."

The Commission, which is actively engaged throughout the year on the duties assigned to it, has published inventories of the Ancient Monuments of the Counties of Montgomery and Flint; the inventory for Radnorshire is in the press, and those for Denbighshire and Carmarthenshire are in course of preparation.

TUBERCULOSIS.

Mention should be made of the notable work of the **King Edward VII. Welsh National Memorial Association** (incorporated under Royal Charter), for the prevention and abolition of tuberculosis in Wales, whose offices are now located at Cardiff. Under the Memorial Scheme, a Medical Director and a Superintendent of Education have been appointed, and the Principality has been divided into thirteen areas, each in charge of a Tuberculosis Physician, who is assisted by a Nurse specially trained in tuberculosis work. A lady physician and two assistant tuberculosis physicians have also been appointed. Over 60 visiting stations have been selected, chiefly in market towns, at which patients are examined and treated. The West Wales (Llanybyther) and Udal Torre (South Devon) and Dousland Grange (South Devon) Sanatoria have been acquired by the Association and are in charge of physicians.

The Council consists of 75 Members, 53 of whom are the direct representatives of County Councils and other public bodies.

The whole of the treatment of persons suffering from tuberculosis in Wales, whether insured, non-insured, or insured persons' dependants, is now committed to the Association by resolutions of the County and County Borough Councils in the Principality.

Donations to the funds of the Association amounting to over £200,000 have been promised, and its present income is £6,300.

The estimated annual cost of treatment of all persons suffering from tuberculosis in Wales is £80,000, to be provided as follows:—

Contributions for insured persons from Insurance					
Committees ... ..	...	...	...	...	£24,000
Treasury Grant ... ..	..	...	...	...	24,850
Ratepayers ... ..	...	...	...	...	24,850
Income of Memorial Association ... ..	...	...	...	...	6,300
<hr/>					
					<u>£80,000</u>

An exhibition and caravan, organised by the Association, have been touring the Principality for two years.

In the four Sanatoria under the control of the Association, there are approximately 200 beds available, and arrangements have been made for the accommodation of Welsh patients in six English institutions. In March, 1913, 585 persons were undergoing treatment in Sanatoria and Hospitals. Two Sanatoria, in North and in South Wales respectively, will be erected as soon as possible. In April, 1914, it is hoped that there will be available—

400 Sanatorium beds for adults;
 100 " " " children;
 400 Hospital beds.

Public opinion in Wales is whole-heartedly co-operating with the Association in its resolute endeavour to stamp out Consumption in the Principality.

UNEMPLOYMENT—WELSH LABOUR EXCHANGES.

The first three Labour Exchanges in Wales were opened at Cardiff, Swansea and Newport in February, 1910, and since that date 31 additional offices have been established in various parts of the Principality.

To deal with Unemployment Insurance, the Exchanges have been augmented by 108 local agencies, bringing the total number of local offices dealing in Wales with Part II. of the National Insurance Act to 141.

In connection with the Labour Exchange work, two important features present themselves in the large measure of support obtained from the Welsh Collieries and employers of dock labour.

When the National Insurance Act came into force, a scheme was put into operation in the South Wales Ship Repairing Yards for performing the employers' duties under Section 99 of the Act. Forty-one employers are parties to the arrangement, and approximately 10,000 workmen are registered under the scheme. Owing to the intermittent and casual nature of the work in the Ship Repairing industry, the problem of insurance was a difficult one, but the scheme has overcome all obstacles and is working smoothly.

Two Advisory Trade Committees have been appointed for North and South Wales respectively. Four Committees under the Choice of Employment Act, and one Juvenile Advisory Committee are at work in connection with Juvenile employment.

THE INVESTITURE, 1911.

The Investiture of the Prince of Wales at Carnarvon, a picturesque and unique feature of the Coronation Ceremonies of 1911, afforded Welsh people, of all ranks, creeds and parties, amid historic associations, the opportunity of doing homage with one accord to the newly crowned King, George V., and Queen Mary, and to the youthful Prince Edward of Wales. The ceremony, so happily inspired, took place in perfect weather within the walls of Carnarvon Castle, and was esteemed by the Welsh people as auspicious of a closer relationship in the future between the Prince and his Principality.

LOCAL GOVERNMENT BOARD.

[The particulars in this Section relate to Wales and Monmouthshire.]

I.—POOR LAW.

Total Pauperism.—The following Table shows the number of indoor and outdoor paupers on the 1st January in each of the years 1906 to 1912.

Year.	Indoor.	Outdoor.	Casual paupers.	Total (including Lunatics in Asylums, &c.).
1906	9,177	51,029	683	65,705
1907	9,387	51,441	571	66,449
1908	9,484	51,436	740	66,714
1909	10,253	50,314	884	66,601
1910	10,496	51,344	1,019	68,041
1911	10,575	52,646	808	69,343
1912	10,559	46,628	896	63,411

It will be seen that outdoor pauperism has decreased considerably since 1911. This reduction is mainly due to the effect of the Old Age Pensions Acts, and, in particular, to the alteration (from the 1st January, 1911) in the disqualification for an old age pension arising from the receipt of poor relief. The effect of this alteration is more clearly shown if the figures for pauperism over 70 years of age are considered separately.

Aged Pauperism.—Number of persons over 70 years of age in receipt of poor law relief in Wales (excluding lunatics in asylums, &c.):—

Union-Counties.	On 31st March, 1906.			On 4th January, 1913.		
	Indoor.	Outdoor.	Total.	Indoor.	Outdoor.	Total.
Glamorgan	754	3,918	4,672	680	435	1,115
Monmouth	449	2,004	2,453	431	138	569
Carmarvon	90	1,252	1,342	67	157	224
Denbigh	133	883	1,016	119	78	197
Carmarthen	67	964	1,031	48	98	146
Cardigan	48	896	944	32	79	111
Pembroke... ..	51	805	856	58	49	107
Brecknock	62	383	445	67	30	97
Montgomery	81	668	749	60	31	91
Merioneth	52	542	594	28	54	82
Flint	81	604	688	37	23	60
Anglesey	15	434	449	11	26	37
Radnor	31	165	196	17	13	30
Total	1,917	13,518	15,435	1,655	1,211	2,866

For the whole of Wales, the reduction in the number of (a) aged indoor paupers was 14 per cent. ; (b) aged outdoor paupers, 91 per cent. ; and (c) in the total number of aged paupers, 81 per cent.

Administration.—The General Inspector for Wales states in his Report for 1911 that “generally speaking, there is now much better supervision over relief cases than was formerly exercised. In many Unions, the staff of relieving officers has been increased, in some cases

doubled, so as to enable the officers to pay relief at the homes of paupers weekly, and to keep in closer touch with them."

The Circular on out-relief which was issued by the Board in 1910, was translated into Welsh by authority of Mr. Burns. A lady inspector, with a knowledge of Welsh, has been appointed. Among her duties is the inspection of boarded-out children and of the nursing arrangements at poor law institutions.

Buildings.—The improvements in administration have not been confined to out-door cases. Much effort has been spent in providing better accommodation and more classification for persons in receipt of indoor relief.

During the period from the 1st January, 1911, to the 31st March, 1912, £32,802 was authorised by the Local Government Board to be spent by Poor Law authorities in Wales for the purpose of the erection, enlargement, &c., of poor law establishments and the purchase of the necessary sites. Part of the expenditure sanctioned by the Board was for the provision of separate accommodation for children.

In recent years, new accommodation for the treatment of the sick has been, or is being, provided in eleven unions. In his report for 1911, the Board's Inspector states:—"Operating rooms have been erected in most of the larger poor law infirmaries in this district, and the buildings have been much improved and better equipped for dealing with all kinds of medical and surgical cases." Speaking of accommodation for consumptives, he adds:—"Sanatoria, open-air shelters, chalets and separate wards in hospitals and infirmaries have been provided by several boards for phthisical cases, and where no special provision is made in the work-houses, a number of incipient cases are sent to sanatoria in various parts of England." A very large number of cases of tuberculosis are being dealt with by boards of guardians.

An interesting recent development towards better classification are the measures which are being adopted by several groups of unions towards making common provision for certain classes of inmates, more especially the feeble-minded.

Expenditure.—The total cost of Poor Law relief in Wales for the year ended 31st March, 1912, was as follows:—

Maintenance of indoor paupers	...	...	..	£139,922
Out-relief	...	...	...	323,423
Maintenance of lunatics in County and Borough Asylums, &c.	...	...	...	140,190
Salaries, &c.	...	...	...	105,043
Loan charges	...	...	...	33,411
Buildings, repairs, &c.	...	...	...	48,283
Other expenses	...	...	...	31,854
Gross total				£822,126
<i>Deduct</i> (transfers between certain accounts)				13,174
Net total				£808,952

The total expenditure was £31,912 less than in the year ended 31st March, 1911.

The expenditure on out-relief included £10,428 on children boarded-out.

During the year ended 31st March, 1912, the expenditure for Wales on—

	Per head of population.
(a) <i>Indoor Relief</i> amounted on the average to	- 2s. 3 $\frac{1}{4}$ d.
(b) <i>Outdoor Relief</i> „ „ „	- 2s. 11d.
(c) Total expenditure on relief - „ -	- 6s. 7 $\frac{1}{4}$ d.

The corresponding figures for the whole of England and Wales were—4s. 6 $\frac{1}{2}$ d., 1s. 7 $\frac{1}{2}$ d. and 8s. respectively.

II.—OLD AGE PENSIONS.

The number of persons in receipt of Old Age Pensions in Wales on the last Friday in March of each year was as follows :—

1909	...	24,663	1	1911	...	38,084
1910	...	27,381	1	1912	...	40,083
1913	...	...	...	...	...	41,893.

The large increase in 1911 as compared with 1910 was due to the alteration of the disqualification arising from the receipt of poor relief as it had previously existed.

The numbers of pensions of different amounts payable on the last Friday in March, 1912, were :—

5s. a week	...	...	...	...	...	37,915
4s. „	...	...	...	...	...	828
3s. „	...	...	...	...	...	767
2s. „	...	...	...	...	...	371
1s. „	...	...	...	...	...	202
Total	...	...	...	...	...	<u>40,083</u>

Of the total number of pensions, 14,881 were for men and 25,202 for women.

As already shown (see p. 340), the grant of old age pensions has had a remarkable effect in reducing the number of persons over 70 years of age who are in receipt of poor law relief.

III.—LOANS.

The following table gives information of the loans (other than loans to poor law authorities) sanctioned by the Local Government

Board during the fifteen months from the 1st January, 1911, to 31st March, 1912.

Purpose.	(1) County Councils; (2) Boroughs (including County Boroughs) and Urban District Councils.	(3) Rural District Councils; (4) Parish Councils; (5) Other Authorities.	Total.
1. Education—	£	£	£
(a) Higher Education {	113,340 (1)		125,661
	12,321 (2)		
(b) Elementary Education {	240,170 (1)		442,683
	202,513 (2)		
2. Public Health Acts, Municipal Corporations Act, 1882, and Local Government Act, 1888—			
(a) Sewerage and Sewage Disposal	118,983 (2)	38,747 (3)	157,730
(b) Street Improvements, making up Private Streets and constructing new Streets and Bridges {	23,576 (1)	5,344 (3)	87,832
	58,912 (2)		
(c) Waterworks {	25,331 (2)	75,388 (3)	104,112
		3,393 (5)	
(d) Public Walks and Pleasure Grounds	42,733 (2)		42,733
(e) Gasworks	46,628 (2)		46,628
(f) Paying off existing Loans ...	17,608 (2)		17,608
(g) Public Offices	2,581 (2)	316 (4)	2,897
(h) Hospitals and Mortuaries ...	6,302 (2)	1,150 (5)	7,452
(j) Refuse Destructor	5,644 (2)		5,644
(k) Fire Stations, Engines and Appliances	5,816 (2)	584 (4)	6,400
(l) Depôts	3,352 (2)		3,352
(m) Sea Defence	9,000 (2)		9,000
(n) Sanitary Conveniences ...	1,193 (2)		1,193
(o) Markets	881 (2)		881
(p) Police Stations and other County Buildings {	20,646 (1)		23,106
	2,460 (2)		
(q) Various Purposes	910 (2)		910
3. Electricity	51,571 (2)		51,571
4. Housing of the Working Classes ...	79,403 (2)		79,403
5. Small Dwellings Acquisition Act, 1899 {	105 (1)	7,508 (3)	11,576
	3,963 (2)		
6. Small Holdings {	114,625 (1)		135,315
	20,690 (2)		
7. Allotments	5,067 (2)		5,067
8. Burials	2,765 (2)	241 (4)	3,006
9. Baths and Washhouses	500 (2)		500
Totals .. {	512,462	132,671	1,372,260
County Councils ...			
Boroughs and Urban District Councils...	727,127		

IV.—HOUSING.

The loans sanctioned for housing in the fifteen months ended March, 1912, are included in the table of loans.

During the year ended March, 1913, the amount sanctioned was much larger owing to the increased activity in housing matters and the impetus given by the Housing, Town Planning, &c., Act, 1909. The total loans sanctioned during that period for the provision of new houses, nearly 600 in all, by local authorities, and the purchase of the necessary land, amounted to nearly £146,000.

Some of the Welsh Authorities have provided a large number of working-class dwellings under Part III. of the Housing of the Working Classes Act, 1890. Merthyr Tydfil Town Council has provided or is providing 342; Swansea Town Council, 306; Risca Urban District Council, 245; and three other Urban District Councils, 100 or more each.

In considering progress in housing, it is important to take account, not only of the new houses erected, but also of the measures adopted to put into, and to keep in, proper condition the houses which already exist.

The following are particulars for the year ended 31st March, 1912, of the action taken under Section 15 of the Housing, Town Planning, &c., Act, 1909, under which notices may be given for putting houses into habitable conditions :—

Number of houses in respect of which notices were given during the year or were outstanding at the beginning of the year	4,986
Number of houses in respect of which landlords elected to close instead of complying with notices	142
Number of houses in respect of which notices were satisfactorily complied with	2,765
Number of houses in respect of which the local authorities executed or were executing the works in default of the landlord	22
Number of houses in respect of which the notices remained undisposed of at the end of March, 1912	2,035

Local authorities have other powers under the Housing of the Working Classes Act, 1890, and the Housing, Town Planning, &c., Act, 1909, to require houses to be put into proper condition and, in certain circumstances, to require the demolition of insanitary houses. The following is a summary of the information obtained from local authorities of the action taken by them during the year ended 31st March, 1912, in respect of unhealthy dwellings under Part II. of the Housing of the Working Classes Act, 1890,

Number of dwelling-houses in respect of which representations were made to the local authorities	6,910
Number of such houses in respect of which the local authorities decided not to take action under Part II. of the Act	3,182
Number of houses made fit, or being made fit, for human habitation without closing orders having been made	1,146
Number of houses closed or demolished voluntarily, without a closing order or order of demolition being made	251

Number of houses in respect of which closing orders were made	1,062
Number of houses in respect of which closing orders were determined... ..	228
Number of houses in respect of which orders of demolition were made	84

In addition to the notices under the Housing Acts, thousands of notices to abate nuisances were given under the Public Health Acts.

V.—PUBLIC HEALTH.

Infant Welfare.—In no sphere has the great work which has been done in recent years in the domain of public health borne more generous fruit than in the saving of the lives of infants, and Wales has shared in the general progress. The following are the death-rates per 1,000 births of infants under one year of age in each year since 1905 :—

1905	...	142	1909	...	113
1906	...	137	1910	...	117
1907	...	125	1911	...	136
1908	...	137	1912	...	106

The high figure for 1911 was due to the abnormal conditions of that exceptional year, with its prolonged period of extreme heat.

General Death Rate.—The improvement in the health of the community shows itself not only in the reduction of infantile mortality, but also in the reduction of the general death rate. The following table shows the general death rate in the whole of Wales (registration areas) in each year since 1905,

Year.	Estimated Population.	Number of deaths per 1,000 of the population.
1905	2,144,390	17·1
1906	2,171,274	16·2
1907	2,198,449	16·1
1908	2,225,921	16·5
1909	2,253,687	15·6
1910	2,281,759	15·3
1911	2,452,812	14·9
1912	2,496,171	13·5

LEGISLATION

initiated by PRIVATE MEMBERS.

67 ACTS PASSED.

1906	...	...	11	1909	...	...	8
1907	...	...	10	1910	...	...	7
1908	...	...	17	1911	...	...	11
1912-13			...	...	...	...	3

The Government afforded facilities for one or more stages of many of these Bills.

1906.

Agricultural Holdings Act.—Amends the law relating to Agricultural Holdings, by—(1) simplifying the method of arbitration as to questions arising between landlord and tenant; (2) providing for compensation to tenants for damage done to crops by winged game or deer; (3) giving to tenants freedom of cropping and of disposal of produce, notwithstanding custom of the country or restrictive provisions of contracts of tenancy; (4) giving to tenants, in case their tenancies are put an end to without good and sufficient cause, compensation for loss or expense in connection with sale or removal of goods or stock; (5) giving to tenants compensation for repairs to farm buildings; and (6) providing for the making of a record of the condition of the holding on the commencement of the tenancy. [Cap. 56.]

Education of Defective Children (Scotland) Act.—Empowers School Boards in Scotland to make special provision for the education, medical inspection, and, where required, the conveyance to and from school of epileptic, crippled or defective children between 5 and 16 years of age, and to defray the cost out of the school fund. [Cap. 10.]

Education (Provision of Meals) Act.—Empowers Local Education Authorities to assist voluntary efforts for feeding underfed school children, by providing buildings, furniture, apparatus, &c.,—the food to be provided by voluntary effort. Where the Local Education Authority are satisfied that there are children in want of food, and that earnest voluntary help is not forthcoming, they may, with the consent of the Board of Education, provide the food also to the extent of a halfpenny rate. Provision is made for requiring payment for the meals from parents able to pay. [Cap. 57.]

Ground Game Amendment Act.—Amends the Ground Game Act, 1880. Extends the right of occupiers of moorlands, &c., to kill ground game. Occupiers and owners enabled to make agreements for the joint exercise of the rights over ground game. [Cap. 21.]

Intoxicating Liquors (Ireland) Act.—Makes permanent the Irish Sunday Closing Act of 1878, which has hitherto had to be renewed each year; and reduces the hours during which licensed houses may be open on Saturdays and Sundays. [Cap. 39.]

Local Government (Ireland) Act (1898) Amendment Act.—Amends the Local Government (Ireland) Act, 1898, with respect to bridges. [Cap. 31.]

Municipal Corporations Amendment Act.—Amends the Municipal Corporations Act, 1882 (section 12), by the inclusion of Industrial and Provident Societies. [Cap. 12.]

Musical Copyright Act.—Makes it illegal and punishable to sell unauthorised copies of musical compositions. [Cap. 36.]

Solicitors Act.—Applies section 16 of the Solicitors Act, 1888, to every solicitor who, being an undischarged bankrupt, applies for a fresh certificate or the renewal of a certificate to practise. [Cap. 24.]

Street Betting Act.—Provides for the imposition of greatly increased penalties on those who carry on the occupation of street bookmaking, and on their agents. [Cap. 43.]

Town Tenants (Ireland) Act.—Gives compensation for improvements to tenants of houses and shops, and for unreasonable disturbance to tenants of shops in Ireland. [Cap. 54.]

1907.

Advertisements Regulation Act.—Authorises local authorities to make bye-laws dealing with high boardings, with advertisements which disfigure landscapes, &c. [Cap. 27.]

Deceased Wife's Sister's Marriage Act.—Declares that marriage with a deceased wife's sister is not to be deemed void or voidable as a civil contract by reason only of such affinity. A Bill for this purpose was first introduced in the House of Lords by Lord Wharncliffe as far back as 1841. In the year 1849, the Bill secured a Second Reading in the House of Commons by 177 to 143. Subsequently, similar Bills passed the whole of their stages through the House of Commons in 1851, 1856, 1858, 1859, 1870, 1871, 1873, 1879, 1880, 1882, 1883, 1886 and 1889, and on these 13 occasions were defeated in the House of Lords. [Cap. 47.]

Injured Animals Act.—Empowers a police constable, upon the certificate of a duly registered veterinary surgeon, to slaughter any diseased or mortally injured animal, and to recover the expense from the owner as a civil debt. [Cap. 5.]

Irish Tobacco Act.—Repeals the law which prohibits the growing of tobacco in Ireland. [Cap. 3.]

Lights on Vehicles Act.—Renders compulsory the carrying of lights by vehicles at night. [Cap. 45.]

Limited Partnerships Act.—Establishes a system of limited partnerships on the model of the *commandite* Companies which have proved successful throughout Europe and in the United States of America. Must not consist of more than 20 persons (in banking, 10);

one or more of whom shall be general partners, who shall be liable for all debts and obligations of the firm, and one or more limited partners, who shall not be liable beyond the amount of their registered contributions. A limited partner must not take part in the management of the business. [Cap. 24.]

Married Women's Property Act.—Enables a married woman to dispose of, or join in disposing of, real or personal property held by her solely or jointly with any other person, as trustee or personal representative, as if she were a single woman. [Cap. 18.]

Notification of Births Act.—Provides, in any area where the Act is adopted, for the notification in writing to the medical officer of health, within 36 hours, of the birth of every child. [Cap. 40.]

Petty Sessions Clerks (Ireland) Act.—Extends the provisions of section 12 of the Petty Sessions Clerks (Ireland) Act, 1858. [Cap. 22.]

Public Health Acts Amendment Act.—Contains 95 clauses dealing with streets and buildings; sanitary provisions; infectious diseases; common lodging-houses; recreation grounds; police; fire brigades and sky-signs. [Cap. 53.]

1908.

Assizes and Quarter Sessions Act.—Dispenses with the attendance of Jurors at Assizes and Quarter Sessions, when it appears that there will be no business for them to transact. [Cap. 41.]

Coroners (Ireland) Act.—Provides for the appointment of deputy coroners in Irish counties and boroughs. [Cap. 37.]

Housing of the Working Classes (Ireland) Act.—Provides further facilities for the erection of houses for the working classes in Irish cities and towns, gives larger borrowing powers, extends the period of repayment for housing loans, and creates an Irish Housing Fund. [Cap. 61.]

Law of Distress Amendment Act.—Exempts, with certain limitations, the goods of under-tenants and other persons from liability to distress for rent due by tenant. [Cap. 53.]

Local Authorities (Admission of the Press to Meetings) Act.—Provides for the admission of representatives of the press to the meetings of all local bodies which have power to make a rate, subject to exclusion by resolution if in the public interest. [Cap. 43.]

Local Registration of Title (Ireland) Amendment Act.—Amends the Act of 1891 by enabling a rural district council to rectify omission to register. [Cap. 58.]

Married Women's Property Act.—Renders married women with a separate estate liable for the support of their parents. [Cap. 27.]

Police Superannuation Act.—Amends in several details the law relating to the superannuation of the police. [Cap. 5.]

Polling Arrangements (Parliamentary Boroughs) Act.—Amends the law relating to the arrangement of polling districts in parliamentary boroughs, and makes the County Council the authority, except in municipal boroughs. [Cap. 14.]

Polling Districts (County Councils) Act.—Enables County Councils from time to time to rearrange polling districts for the election of county councillors. [Cap. 13.]

Polling Districts and Registration of Voters (Ireland) Act.—Confers upon County Councils in Ireland the power to alter the polling districts and the method of compiling the lists of voters. [Cap. 35.]

Public Meeting Act.—Provides that, if a person acts in a disorderly manner at a lawful public meeting for the purpose of preventing the transaction of the business of the meeting, he shall be guilty of an offence punishable on summary conviction. If the offence is committed at a political meeting in connection with a Parliamentary election, it will also be an illegal practice under the Corrupt and Illegal Practices Prevention Act. [Cap. 66.]

Punishment of Incest Act.—Makes incest a criminal offence. [Cap. 45.]

Summary Jurisdiction (Ireland) Act.—Protects the separate property of the wife or husband of a habitual drunkard; and provides penalties for illegal pawning, drunkenness in charge of children, aiding and abetting drunken persons, and other offences. [Cap. 24.]

Tobacco Growing (Scotland) Act.—Repeals the law which prohibits the growing of tobacco in Scotland; but imposes restrictive regulations as to cultivation and manufacture. [Cap. 10.]

University of Durham Act.—Reconstitutes the University of Durham and appoints a body of 8 Commissioners. [Cap. 20.]

Wild Birds Protection Act.—Prohibits the cruel practice of catching or taking wild birds by means of a hook or similar instrument. [Cap. 11.]

1909.

Asylum Officers' Superannuation Act.—Provides for superannuation allowances to officers and servants in Public Asylums for the insane. [Cap. 48.]

Health Resorts and Watering Places (Ireland) Act.—Empowers local authorities in Ireland to strike a rate—not exceeding a penny in the pound in any one year—to advertise the advantages and amenities of Health Resorts and Watering Places. [Cap. 32.]

Irish Handloom Weavers Act.—Protects the interests of Handloom Weavers in Ireland, by enacting that there shall be woven in the selvedge or hem of any hand-woven linen damask tablecloth or napkin, or any piece of linen damask goods, the words "Irish hand-woven linen damask," and that every piece of cambric or linen diaper goods so woven

shall have stamped or printed upon it in legible characters the words "Irish hand-woven." Operates on January 1st, 1910. [Cap. 21.]

Judicature (Rule Committee) Act.—Amends the constitution of the Rule Committee by providing for the inclusion of two barristers and two solicitors, to be appointed by the Lord Chancellor. [Cap. 11.]

Local Education Authorities (Medical Treatment) Act.—Enables Local Education Authorities to recover the cost of the medical treatment of children attending Public Elementary Schools in England and Wales, where such treatment is provided under section 13 of the Education (Administration Provisions) Act, 1907. [Cap. 13.]

Metropolitan Ambulances Act.—Empowers the London County Council to establish and maintain an ambulance service for dealing with cases of accident and non-infectious illness within the County of London. [Cap. 17.]

Oaths Act.—To legalise, for all purposes, the form of oath "with uplifted hands" in lieu of the customary form of "kissing the book." [Cap. 39.]

Wild Animals in Captivity Protection (Scotland) Act.—Extends the Wild Animals in Captivity Protection Act, 1900, to Scotland. By that Act birds, beasts, fishes and reptiles in captivity were protected from unnecessary suffering. [Cap. 33.]

1910.

Children Act (1908) Amendment Act.—Amends the Children Act of 1908 by extending the provisions of sections 17 and 18, relating to punishment for causing or encouraging immorality. [Cap. 25.]

Diseases of Animals Act.—Under section 1 of this Act, the exportation from any port in Great Britain is prohibited, except in cases prescribed by order of the Board of Agriculture and Fisheries, of any horse which has not been examined by a veterinary inspector appointed by the Board, and certified as capable of being conveyed and disembarked without cruelty. A veterinary inspector is empowered to have a horse slaughtered, without the consent of the owner, if he finds it in such a physical condition that it is cruel to keep it alive. [Cap. 20.]

Hotels and Restaurants (Dublin) Act.—Under this Act a Divisional Justice may grant, on application by the holder of an hotel or restaurant license within the Police District of Dublin Metropolis, an order exempting him on any special occasion, and during specified hours, from the provisions of the Licensing Acts relating to closing of premises. [Cap. 33.]

Licensing (Consolidation) Act.—Consolidates the law relating to Justices' Licenses for the Sale of Intoxicating Liquor and to the Registration of Clubs. It incorporates and consolidates some thirteen previous statutes relating to licensing in England and Wales, and including the operative provisions of the Licensing Acts of 1872,

1874, 1902, 1904 and 1906, the Sunday Closing (Wales) Act of 1881, and the Intoxicating Liquors (Sale to Children) Act, 1901. Of the thirteen Acts, nine are repealed wholly, and four in part. [Cap. 24.]

Police (Scotland) Act (1890) Amendment Act.—Makes certain amendments in the scale of pensions, allowances and gratuities granted to police constables and to their widows and children in Scotland, under the principal Act. [Cap. 10.]

Police (Weekly Rest Day) Act.—Directs that the Police Authority of any county or borough in the Kingdom in which the Act is in force are to make such arrangements that every constable, not above the rank of inspector, shall be allowed at least 52 days in the year free from duty, such days being so distributed as to secure as far as possible to each constable one day's rest in every seven. [Cap. 13.]

Trusts (Scotland) Act.—Amends the Trusts (Scotland) Acts, 1861 to 1898. [Cap. 22.]

1911.

Intestate Husband's Estate (Scotland) Act.—Amends the law in Scotland relating to the share of intestate husband's estate falling to the widow. By section 1, the estate of an intestate domiciled in Scotland, leaving a widow but no lawful issue, not exceeding £500 net value, shall belong to his widow absolutely and exclusively. Section 2 provides that, where an intestate estate exceeds £500 in net value, the widow is to be entitled to £500 thereof, and to be a creditor on the whole estate for such £500 with interest at 4 per cent. until payment. [Cap. 10.]

Local Authorities (Ireland) (Qualification of Women Act).—Enables women to be elected and act as members of County and Borough Councils in Ireland, but provides that, if chosen as Chairman of a County Council or Mayor of a Borough Council, a woman shall not, by virtue of holding such office, be a Justice of the Peace. [Cap. 35.]

Merchant Shipping (Seamen's Allotment) Act.—Removes certain doubts as to the true interpretation of the Merchant Shipping Acts, 1894 to 1906, in respect of the payment of seamen's allotment notes. [Cap. 8.]

Municipal Elections (Corrupt and Illegal Practices) Act.—Amends the Municipal Elections (Corrupt and Illegal Practices) Act of 1884, by enacting that any person who, or the directors of any body or association corporate which, before or during any municipal election, for the purpose of affecting the return of any candidate, makes or publishes any false statement of fact in relation to the personal character or conduct of such candidate, shall be guilty of an illegal practice, and subject to the penalties and consequences mentioned in the 1884 Act, unless he can show that he had reasonable grounds for believing, and did believe, the statement made by him to be true. [Cap. 7.]

Old Age Pensions Act.—See under Treasury Legislation. [Cap. 16.]

Parsonages Act.—Amends the Parsonages Act, 1838, and the Church Buildings Act, 1839. [Cap. 29.]

Protection of Animals Act.—Consolidates, amends, and extends certain enactments relating to animals and to knackers; and makes further provision with respect thereto. [Cap. 27.]

Public Health (Ireland) Act.—Amends the Public Health Acts relating to Ireland by empowering Urban District Councils in Ireland to make bye-laws for the inspection of meat intended to be sold for human consumption, and prohibiting the sale for such consumption of meat not inspected. [Cap. 12.]

Public Health (Scotland) Act (1897) Amendment Act.—Extends the powers of the Public Health (Scotland) Act, 1897, by conferring upon any body of trustees or commissioners in Scotland authorised to supply water by any local Act, the same powers as are conferred upon a local authority of carrying sewers within their district, subject to the same restrictions in regard to water mains as are imposed in relation to sewers. [Cap. 30.]

Public Roads (Ireland) Act.—Amends the law in Ireland with respect to the use of locomotives on public roads. [Cap. 45.]

University of Wales (Medical Graduates) Act.—Extends the provisions of the Medical Acts to the University of Wales and to graduates in medicine and surgery thereof. The University is empowered to hold qualifying examinations in medicine, surgery and midwifery, and to grant diplomas conferring the right of registration under the Medical Acts. [Cap. 43.]

1912-13.

Protection of Animals Act (1911) Amendment Act.—Amends the Protection of Animals Act of 1911, by reducing the term of imprisonment in lieu of fine on summary conviction for a first offence under Sub-section (1) of Section 1 (defining offences of cruelty), from 6 months to 3. [Cap. 17.]

Protection of Animals (Scotland) Act.—An Act to consolidate and amend enactments relating to animals and knackers, and to make further provision with respect thereto. It brings the provisions of the law relating to cruelty to animals in Scotland generally into harmony with those of the English Consolidating and Amending Act of 1911. [Cap. 14.]

Shops Act (1913).—Permits special arrangements as to holidays and meal-times to be substituted for the requirements of the Act of 1912 in the case of persons employed in connection with the sale of refreshments. [Cap. 24.]

HOUSE OF COMMONS.

COMPOSITION.

There are 670 Members of the House of Commons :—

	Boroughs.	Counties.	Total.
London	61	—	61
England (excluding London)	170	234	404
Wales	11	19	30
Scotland	33	39	72
Ireland	18	85	103
	<hr/> 293	<hr/> 377	<hr/> 670

“*Dod's Parliamentary Companion*,” published annually by Whittaker & Co. (3s. 6d.), contains a full list of Members of Parliament, with biographies.

“*Vacher's Parliamentary Companion*,” issued monthly during the Session (6d.), also contains a list of Members with their London addresses.

The strength of the political parties at the end of the Session of 1912-13 was as follows :—

Ministerialists	265
Labour Party Members	40
Nationalists	84
Unionists	280
Speaker	1
	<hr/> 670

PRINCIPAL OFFICIALS.

SPEAKER—THE RT. HON. J. W. LOWTHER, M.P.

DEPUTY SPEAKER AND CHAIRMAN OF COMMITTEES—THE RT. HON. J. H. WHITLEY, M.P.

DEPUTY CHAIRMAN—DONALD MACLEAN, Esq., M.P.

Clerk of the House of Commons—

SIR COURTENAY P. ILBERT, G.C.B.

Clerks-Assistant—

A. W. NICHOLSON, Esq., C.B.

T. L. WEBSTER, Esq., C.B.

Principal Clerk, Public Bill Office—

H. A. FERGUSON-DAVIE, Esq.

Principal Clerk of Committees—

S. SIMEON, Esq.

Clerk of the Journals—

G. C. GIFFARD, Esq.

Principal Clerk, Private Bill Office—

J. H. W. SOMERSET, Esq.

Editor of Official Debates—SIR J. DODS SHAW.

Serjeant-at-Arms—

SIR H. D. ERSKINE, K.C.V.O.

Deputy-Serjeant—

F. R. GOSSET, Esq.

Assistant-Serjeant—

W. H. ERSKINE, Esq.

Chaplain—

VEN. ARCHDEACON WILBER-
FORCE, D.D.

Speaker's Secretary—

HON. EDWARD CADOGAN.

Librarian—

A. E. A. W. SMYTH, Esq.

ORDER OF BUSINESS.

- P.M.
- 2.45 Mr. Speaker takes the Chair;
Prayers;
Unopposed Private Business.
- Not later than*
- 3.0 Questions (which must conclude at 3.45).
- 3.45 *Urgent Questions;*
Statement by Prime Minister as to future Business (usually made on a Thursday for the ensuing week);
Introduction of Bills by formal presentation or under the Ten Minutes' Rule;
Notices of Motions relating to the Business of the House, &c.;
Orders of the Day (or Notice of Motion).
- 8.15 *Opposed Private Business, if set down;*
Adjournment Motion under Standing Order 10, if any;
Private Members' Motions or Bills on certain days. (See p. 357.)
- 11.0 Public Business interrupted unless 11 o'clock rule suspended.
"Exempted" Business.
- 11.30 House adjourns unless business previously disposed of.
- There is no formal dinner adjournment.
On Fridays the House meets at 12 and rises between 5 and 5.30.
Contingent business is printed in Italics.

SUMMARY OF LEGISLATIVE OUTPUT.

	1906	1907	1908	1909	1910	1911	1912-13	Total.
PUBLIC GENERAL ACTS—								
Introduced by:—								
Ministers	47	46	52	41	31	47	27	291
Private Members ...	11	10	17	8	7	11	4	68
	<u>58</u>	<u>56</u>	<u>69</u>	<u>49</u>	<u>38</u>	<u>58</u>	<u>31</u>	<u>359</u>
LOCAL ACTS—								
Public Local Acts	2	5	5	7	2	7	6	34
Provisional Order Acts	41	40	34	37	39	49	51	291
Confirmation Acts under the Private Legislation Proce- dure (Scotland) Act, 1899	20	15	21	17	22	20	13	128
	<u>63</u>	<u>60</u>	<u>60</u>	<u>61</u>	<u>63</u>	<u>76</u>	<u>70</u>	<u>453</u>

*In the 5 years preceding 1906 the number of Public General Acts passed was :
1901—40 ; 1902—42 ; 1903—47 ; 1904—36 ; 1905—23.

PROCEDURE.

The "Standing Orders" of the House of Commons relating to Public Business, 95 in number (9*d.*), and a "Manual of Procedure," prepared by the Clerk of the House (3*s.* 6*d.*), can be obtained through any bookseller or direct from Messrs. Wyman & Sons, Ltd., Fetter Lane, E.C. "Sir T. Erskine May's Parliamentary Practice," eleventh edition, 1,001 pages (45*s.*), published by Messrs. William Clowes & Sons, Ltd., 7, Fleet Street, E.C., covers the whole ground of Parliamentary procedure.

AMENDMENTS OF STANDING ORDERS.

The present Government has dealt with the Rules of Procedure relating to Public Business upon four occasions:—

April 2nd, 3rd, 1906.—The House reverted to the single sitting in place of the double sitting introduced in 1902. The formal dinner interval was abolished; the hour of meeting was fixed at 2.45 p.m., instead of 2. on Monday, Tuesday, Wednesday and Thursday; 11 p.m. was agreed to as the normal hour for the interruption of business and 11.30 p.m. as the time of adjournment. The adjournment motions and opposed business formerly entered upon at 9 p.m. were fixed for 8.15, and corresponding alterations as to the time of questions, counts, &c., were made.

December 12th, 1906.—Standing Orders 28 (Procedure on Divisions) and 29 were passed. The latter provided that a Member might vote in a division although he did not hear the question put, and that he is not obliged to vote.

April 16th, 1907.—An important change was made in regard to Standing Committees. The two Standing Committees, (1) on Law and (2) on Trade, which had been in existence since 1883, were converted into *four* Standing Committees. (See under "Standing Committees.") The powers of the Chairmen of these Committees as to closure, &c., were strengthened.

July 28th, 1909.—(1) The Deputy-Chairman was invested with all the powers of the Chairman when the latter was absent from the Chair. Previously, these powers were only conferred on the Deputy-Chairman when the House was informed by the Clerk at the Table of the unavoidable absence of the Chairman. (2) Standing Order 26 was amended so as to empower the Speaker, Chairman or Deputy-Chairman, when authorised by a motion so to do, to select for discussion any amendments within the purview of a closure motion.

AMOUNT OF TIME SPENT ON IMPORTANT GOVERNMENT MEASURES.

In order to meet the charge frequently made that the Government has passed Bills through the House of Commons too rapidly, it is desirable to place on record the amount of time actually spent on some of the principal Measures.

BILL.	First Reading. Days.	Second Reading. Days.	Com- mittee. Days.	Report. Days.	Third Reading. Days.	Total. Days.
Education (England and Wales), 1906	1	3½	19½	3	1	28
Licensing, 1908	1	3½	19	5	1	29½
Finance, 1909	*	4	41½	9	3	57½
National Insurance, 1911	1	3	29	5	1	39
Parliament, 1911	2	4	12½	3	1	22½†
† Government of Ireland, 1912-13 ...	3	6	35½	7½	2	54
§ Established Church (Wales), 1912-13	2	3½	17	2	1	25½

* *Preceded by 12 days' discussion of the Budget in Committee, and on Report, of Ways and Means.*

† *The consideration of Lords' Amendments took 2 days.*

‡ *Average majority on all divisions, 116·8.*

§ *Average majority on all divisions, 109·9.*

NOTE.—*A Parliamentary week consists of 5 days.*

The amount of time spent on the following Measures affords an interesting comparison :—

	Days.		Days.		Days.
Reform... .. 1831	49	Education ... 1870	21	Irish Coercion 1887	41
Representation		Irish Land ... 1881	40	Education ... 1902	55½
of the People... 1867	28	Franchise ... 1884	22	Licensing ... 1904	15
Irish Church ... 1869	19	Local Govern-			
Irish Land ... 1870	23	ment ... 1888	29		

SESSIONAL RECORD.

DURATION OF SESSION AND NUMBER OF DIVISIONS.

	House Assembled.	House Prorogued.	Days House sat.	Divisions.
1903 ...	Feb. 17	Aug. 14	115	263
1904 ...	Feb. 2	Aug. 15	124	341
1905 ...	Feb. 14	Aug. 11	114	364
1906 ...	Feb. 13	Dec. 21	156	501
1907 ...	Feb. 12	Aug. 28	131	466
1908 ...	Jan. 29	Dec. 21	171	463
1909 ...	Feb. 16	Dec. 3	179	920
1910 ...	Feb. 15	Nov. 28	103	159
1911 ...	Jan. 31	Dec. 16	172	451
1912-13 ...	Feb. 14	Mar. 7, '13	206	605

TIME AT DISPOSAL OF GOVERNMENT AND PRIVATE MEMBERS.

[Evening Sittings are calculated as half-days.]

	1906	1907	1908	1909	1910	1911	1912-13
Government Business:—							
(King's Speech, Supply, Motions, Bills, &c.) ...	132½*	111	144	157½	96*	163*	186½
Private Members:—							
(Bills and Motions) ...	23½	20	27	21½	7	9	19½
	<u>156</u>	<u>131</u>	<u>171</u>	<u>179</u>	<u>103</u>	<u>172</u>	<u>206</u>

* Includes 3 days which were occupied with the election of Mr. Speaker and the swearing-in of Members.

Tuesday evenings until Easter; Wednesday evenings and Fridays until Whitsuntide; and the third and fourth Fridays after Whit-Sunday are usually available for Private Members' Motions and Bills.

RECESSES.

	Easter.	Whitsun.	Autumn Sitting.
1906 ...	W. Apl. 11 to Tu. Apl. 24.	W. May 30 to Th. June 7.	S. Aug. 4 to Tu. Oct. 23.
1907 ...	W. Mch. 27 to M. Apl. 8.	Th. May 16 to Th. May 23.	—
1908 ...	Tu. Apl. 14 to M. Apl. 27.	Th. June 4 to W. June 10.	S. Aug. 1 to M. Oct. 12.
1909 ...	W. Apl. 7 to M. Apl. 19.	Th. May 27 to Th. June 3.	—*
1910 ...	Th. Mch. 24 to Tu. Mch. 29.	W. May 11 to Tu. May 17†	W. Aug. 3 to Tu. Nov. 15.
1911 ...	W. Apl. 12 to Tu. Apl. 18.	F. June 2 to Tu. June 13†	Tu. Aug. 22 to Tu. Oct. 24.
1912-13 ...	W. Apl. 3 to W. Apl. 10.	W. May 22 to Tu. June 4.	W. Aug. 7 to M. Oct. 7 §

* The House adjourned from October 8th to October 18th, from November 5th to November 23rd, and from November 25th to December 1st.

† The House adjourned on April 29th with the intention of meeting again on May 26th, but owing to the death of King Edward the House resumed on May 7th and sat until May 11th, and again on May 17th for the funeral of the King. The House then adjourned until June 8th.

‡ The House adjourned for the Coronation of King George V., from June 20th to June 26th.

§ The House adjourned for the Christmas recess from December 20th to December 30th, and from February 14th to March 6th, 1913. Parliament was prorogued on March 7th.

HOW THE HOUSE OF COMMONS
SPENT ITS TIME IN THE SESSION
OF 1912-13.

Government Business :—

Government Business:—	Days.
King's Speech...	8
Supply:	
Going into Committee: Civil Services, Army and Navy	4
Supplementary Estimates, 1911–12 (Civil Services) ...	3
Supplementary Estimates, 1912–13 (Civil Services and Army)	3
Allotted days: Civil Services 18; Army 2; Navy 2 ...	22
Unallotted days; Civil Services 1; Army 1½; Navy 1½...	4
Budget ...	1
Finance Bill ...	4
Indian Budget ...	1
Ways and Means and Consolidated Fund Bill ...	3½
Appropriation Bills ...	2½
Estimates Committee, Motion Setting Up ...	1½
Government of Ireland Bill ...	58½
Established Church (Wales) Bill ...	27½
Franchise and Registration Bill (Withdrawn in Committee)	6
Temperance (Scotland) Bill ...	4
Coal Mines (Minimum Wage) Bill ...	3½
Trade Unions Bill ...	3½
Criminal Law Amendment (White Slave Traffic) Bill ...	2½
Railways Bill...	2½
Other Bills ...	7
Vote of Censure (Port of London Strike, Protection of Workmen)	1
Special Motions:—	
Port of London Strike ...	1½
Sanatorium Benefit ...	1½
Appointment of Additional Judge ...	1
Appointment of Select Committee—Vacation of Seat (Member holding Contract) ...	1
Appointment of Select Committee—Marconi Agreement “Titanic” Disaster ...	1
Foot and Mouth Disease ...	1
Indian Finance ...	1
Lords' Amendments ...	1
Adjournment Motions (April 3rd, May 22nd, August 7th, December 20th, February 14th)	5
Prorogation ...	1
Total Government Business	186½

Private Members' Bills and Motions:—

Tuesday evenings (3)	1½	Wednesday evenings (10)	5	
Fridays (12)	12	Thursday (in lieu of a Friday)	1	19½
		Total		206

SUPPLY (1912-13).

When the Estimates for the financial year (April 1st—March 31st) have been presented to the House of Commons, they are considered and voted in Committee of Supply, and, unless otherwise ordered, that Committee is the first order of the day on Thursdays. Votes agreed to in Committee are reported to the House on a subsequent day; and consequential resolutions are passed in Committee of Ways and Means authorising the issue from the Consolidated Fund of the sums required to meet the grants so voted, and upon such resolutions, when reported, a Consolidated Fund Bill is based.

Thus, in the Session of 1912-13, the House of Commons had under review in Committee of Supply:—

Supplementary Estimates (1911-12) and	
Excesses (1910-11)	£241,117
Estimates for the service of the financial	
year 1912-13	151,919,443
Supplementary Estimates, 1912-13 ...	2,618,516
	<hr/>
	£154,779,076
	<hr/>

Thirty-two days were devoted to the discussion of these Estimates in Committee and upon Report—including three days given to the Supplementary Estimates of 1911-12, and three days to the Supplementary Estimates of 1912-13.

<i>Ways and Means Resolutions.</i>				<i>Consolidated Fund Acts.</i>	
March	21-22	...	£241,117	No. 1 (March 28) ..	£59,313,217
„	21-22	...	59,072,100	Appropriation (Aug. 7)	92,847,343
July	31	...	92,847,343	Appropriation (No. 2)	
February	11-12, 1913		2,618,516	(March 7, 1913)	2,618,516
			<hr/>		<hr/>
			£154,779,076		£154,779,076
			<hr/>		<hr/>

The amount of Supply (excluding Supplementary Estimates of previous years) voted during each of the 7 Sessions, with and without discussion, is given below:—

	Discussed.		Not Discussed.		Total.
1906 ...	£97,609,795	...	£13,774,933	...	£111,384,728
1907 ...	77,711,551	...	32,966,863	...	110,678,414
1908 ...	82,454,920	...	31,057,754	...	113,512,674
1909 ...	82,284,897	...	43,181,205	...	125,466,102
1910 ...	83,544,803	...	52,236,081	...	135,780,884
1911 ...	100,783,518	...	43,778,511	...	144,562,029
1912-13	98,063,384	...	56,474,575	...	154,537,959

By custom, the Opposition Whips intimate to the Government the particular Votes which they desire to discuss.

STANDING COMMITTEES, 1906-12.

A very inadequate conception prevails as to the amount of work done in Standing Committees, which consider the Committee stage of all Bills (except Money Bills) unless the House orders otherwise. There are four Committees—"A," "B," "C," and "Scottish"—the Members of which are nominated by the Committee of Selection. The last is devoted exclusively to Scottish business, and all the Scottish Members are Members of the Committee. The allocation of Bills among the other three Committees is within the discretion of the Speaker. Government Bills take precedence in all but one of the Standing Committees. They usually meet at 11 or 11.30 a.m., and sit until 2.45 p.m. Standing Committees also may, and not infrequently do, sit until 4 p.m. by agreement among the Members or on division. They are also empowered, by Standing Order 47, to sit after 4 p.m. by leave of the House.

The following Table gives an idea of the amount of work done in these Committees, and of the subsequent fate of the measures upon the floor of the House of Commons. Until 1907, there were two Standing Committees. In the course of that year, the two Committees became four.

BILLS CONSIDERED.

	Members Serving.	Sittings Held.	Standing Committee on Law.		Standing Committee on Trade.		Total.	Became Law.
1906	412	52	8		10		18	17
1907 (part of)	141	14	3		5		8	3
-								
Standing Committees.								
			A.	B.	C.	Scottish.		
1907 (part of)	502	86	16	9	6	3	34	26
1908	496	115	27	2	6	4	39	28
1909	442	59	8	13	7	2	30	20
1910	356	15	5	3	2	5	15	11
1911	480	89	10	2	7	5	24	22
1912	437	91	9	3	4	4	20	9

} 29

SELECT COMMITTEES, 1906-1912.

Select Committees are appointed to consider and report upon :—

(1) Specific subjects, upon which the House may desire information or assistance. A number of these Committees are appointed every Session, and regulate or supervise some branch of the procedure of the House ; whilst others investigate a particular matter, stated in the terms of reference to the Committee, and usually, but by no means invariably, conclude their labours and report to the House within the limits of a single Session.

(2) Bills ; more especially those upon which the House desires further information, such as can be obtained by the examination of witnesses, documents, &c. These Bills, when reported to the House, are recommitted to a Committee of the whole House.

Select Committees usually consist of not more than 15 Members. The functions of these Committees are more fully stated in May's " Parliamentary Practice " (11th Edition), to which we are indebted for some of the particulars given.

SELECT COMMITTEES APPOINTED EACH SESSION: " SESSIONAL COMMITTEES."

Chairmen's Panel.—Appoint from among themselves the Chairman of each Standing Committee.

Commons.—Considers every report made by the Board of Agriculture and Fisheries certifying the expediency of any Provisional Order for the enclosure or regulation of a common.

Divorce Bills.—All Divorce Bills brought from the House of Lords are, after Second Reading, referred to this Committee.

Kitchen and Refreshment Rooms.—Controls the arrangements in the Kitchen and Refreshment Rooms of the House of Commons.

Local Legislation.—Considers all Private Bills promoted by Municipal and other Local Authorities, by which it is proposed to create powers relating to Police, Sanitary or other Local Government Regulations in conflict with, deviation from, or excess of the provisions of the general law.

Parliamentary Panel.—Members of this Panel act as Commissioners under the Private Legislation Procedure (Scotland) Act, 1899.

Privileges.—Is appointed each Session, but does not meet unless a specific matter is appointed for consideration.

Publications and Debates Reports.—The work of this Committee is now of a twofold character : (1) it examines Parliamentary papers, with a view to checking unnecessary expense, and (2) assists Mr. Speaker in the arrangements for the official Report of Debates.

Public Accounts.—The function of this Committee is to ascertain "that the Parliamentary grants for each financial year have been applied to the object which Parliament prescribed, and to re-check the official audit created by the Exchequer and Audit Departments Act, 1866." The actual amounts saved in each year by the work of the Committee are not large, but the care and minuteness with which the Appropriation Accounts are scanned, and the ability and knowledge brought to bear upon them by individual Members of the Committee, have great effect in stopping undue expenditure.

Public Petitions.—Examines all Public Petitions after presentation, reports to the House upon them, and prints such petitions as it thinks desirable.

Railway and Canal Bills, General Committee on.—Discharges, in regard to Railway and Canal Bills, the functions discharged by the Committee of Selection in relation to other Bills.

Selection, Committee of.—Nominates Standing Committees and other Committees when so directed by the House ; classifies all Private Bills not being Railway or Canal Bills ; nominates the Chairmen and Members of Committees on such Bills, and arranges the time of their first sitting and the Bills to be considered by them.

Standing Orders.—The Select Committee on Standing Orders is one of the oldest of the House. The Standing Order system for Private Bills was developed during the years 1837-1850. These Orders are now 249 in number, a comprehensive code of regulations for the public benefit. Their object is to secure in the initial stages of every application for powers from Parliament that the public benefit is maintained paramount to that of the private advantage sought by the Bill. By this necessarily technical series of regulations, injustice may, however, arise in consequence of some evidently technical non-compliance on the part of the promoters. It is obvious that the House at large could not possibly enter into the detailed examination required to decide whether the provisions of the Standing Order might in any case be waived and the Bill allowed to proceed. This duty has, therefore, been relegated to the Committee on Standing Orders. The procedure is regulated by a series of Resolutions approved by the Committee at its first sitting each Session.

SELECT COMMITTEES

Appointed to Inquire into Specific Matters.

(Particulars with reference to many of these Committees are given under the Departmental hearings.)

1906.

Butter Trade.
Cabs and Omnibuses (Metropolis).
House of Commons (Procedure).
Income Tax.
Post Office Servants.
Sunday Trading. [*Joint Committee of Lords and Commons.*]

1907.

Home Work.
Post Office Servants.
Procedure (Anticipatory Motions).
Radio-telegraphic Convention.

1908.

Application of Sinking Funds in exercise of Borrowing Powers.
Debtors' Imprisonment.
Employment of Military in Cases of Disturbances.
Home Work.
Hop Industry.
House of Commons (Admission of Strangers).
Infant Life Protection.
Lotteries and Advertisements. [*Joint Committee of Lords and Commons.*]
Police Force (Weekly Rest Day).

1909.

Application of Sinking Fund in exercise of Borrowing Powers.
(*Re-appointed from 1908.*)
Bastardy Orders.
Debtors (Imprisonment). (*Re-appointed from 1908.*)
High Court of Justice (King's Bench Division). [*Joint Committee of Lords and Commons.*]
Police Forces (Weekly Rest Day). (*Re-appointed from 1908.*)
Stage Plays (Censorship). [*Joint Committee of Lords and Commons.*]

1910.

Civil List.

1911.

Local Government Acts, 1888 and 1894, and Local Government (Scotland) Acts, 1889 and 1894. [*Joint Committee of Lords and Commons.*]

1912.

Consolidation Bills. [*Joint Committee of Lords and Commons.*]
*Estimates.
*Marconi's Wireless Telegraph Company Limited (Agreement).
*Motor Traffic.
*Patent Medicines.

*Post Office Servants (Wages and Conditions of Employment).

*Putumayo Atrocities.

Vacation of Seat (Member holding Contract).

* *Re-appointed in 1913.*

NUMBER OF MEMBERS SERVING ON SELECT COMMITTEES.

1906	...	241	1909	...	179
1907	...	187	1910	...	149
1908	...	280	1911	...	154
	1912	...	...	226	

THE KING'S SPEECHES, 1906-12.

Appended is a list of the Bills promised in each year's King's Speech, showing that the Government has pursued and developed a definite plan of legislation from year to year and, in the main, carried it to a successful issue. Where that has not been achieved (*e.g.*, Education, Temperance, Franchise), the House of Lords has blocked the way. Those Measures which are now on the Statute Book are printed in bold type under the year in which they became law:—

1906.

Education	-	-	-	-	Passed by the Commons; amended by the Lords; and withdrawn in the Commons in consequence of Lords insisting upon their amendments.
Trade Disputes	-	-	-	-	Became law. (<i>Autumn Sitting.</i>)
Workmen's Compensation	-	-	-	-	Became law. (<i>Autumn Sitting.</i>)
Equalisation of Rates (London)	-	-	-	-	Not introduced.
Unemployed Workmen	-	-	-	-	No Bill, but grant of £200,000 from the Consolidated Fund.
Merchant Shipping	-	-	-	-	Became law. (<i>Autumn Sitting.</i>)
Crofters' Holdings (Scotland)	-	-	-	-	Introduced as <i>Small Landholders (Scotland) Bill</i> , but deferred until 1907.
Labourers (Ireland)	-	-	-	-	Became law.
Commercial Corruption	-	-	-	-	Became law. [<i>Prevention of Corruption Act.</i>]
Colonial Marriages	-	-	-	-	Became law. [<i>Colonial Marriages (Deceased Wife's Sister) Act.</i>]
Abolition of Property Qualification for County Justices	-	-	-	-	Became law. [<i>Justices of the Peace Act.</i>]
Prevention of Plural Voting	-	-	-	-	Passed by the Commons and rejected by the Lords.

1907.

Licensing	-	-	-	-	-	Deferred until 1908.
Army	-	-	-	-	-	Became law. [<i>Territorial and Reserve Forces Act.</i>]
Small Landholders (Scotland)	-				-	Passed by the Commons; but withdrawn in Lords in consequence of Peers' hostility.
Valuation (Scotland)	-	-			-	Passed by the Commons as <i>Land Values (Scotland) Bill</i> ; but rejected by the Lords.
Irish Councils	-	-	-		-	Withdrawn.
Irish University	-	-	-		-	Deferred until 1908.
Court of Criminal Appeal					-	Became law. [<i>Criminal Appeal Act.</i>]
Miners' Hours	-	-	-		-	Introduced, but deferred until 1908.
Patents	-	-	-	-	-	Became law.
English Valuation	-	-	-	-	-	Not introduced.
Qualification of Women					-	Became law. [<i>Qualification of Women (County and Borough Councils) Act, and corresponding Act for Scotland.</i>]
Small Holdings (England and Wales)					-	Became law.
Housing	-	-	-	-	-	Deferred until 1908.

1908.

Old Age Pensions	-	-			-	Became law.
Licensing	-	-	-	-	-	Passed by the Commons; but rejected by the Lords.
Elementary Education	-	-			-	Two Bills introduced; both withdrawn.
Miners' Hours	-	-	-		-	Became law. [<i>Coal Mines Regulation Act.</i>] (<i>Autumn Sitting.</i>)
Housing, &c.	-	-	-	-	-	Introduced; reported upon by Standing Committee, but postponed until 1909.
Valuation	-	-	-	-	-	Deferred until 1909. Included in the Budget of that year.
University Education in Ireland					-	Became law. [<i>Irish Universities Act.</i>]
Irish Land	-	-	-	-	-	Obtained Second Reading, but postponed until 1909.
Port of London	-	-			-	Became law. (<i>Autumn Sitting.</i>)
Children	-	-	-	-	-	Became law. (<i>Autumn Sitting.</i>)
Small Landholders (Scotland)	-				-	Passed by the Commons; but rejected by the Lords.
Land Values (Scotland)	-	-			-	Passed by the Commons; amended by the Lords, returned to Commons but not proceeded with.

1909.

Indian Reform - - - -	Became law. [<i>Indian Councils Act.</i>]
Irish Land - - - -	Became law.
Housing & Town Planning -	Became law.
Disestablishment and Disendowment of the Church in Wales	Introduced, but postponed.
Labour Exchanges - - -	Became law.
Sweated Trades Boards - -	Became law. [<i>Trades Boards Act.</i>]
London Electoral Reform - -	Passed by the Commons; but rejected by the Lords.
Old Age Pensions Act Amendment -	Deferred.—An Amending Act was passed in 1911.
Scotch Fisheries - - - -	Became law. [<i>Trawling in Prohibited Areas Prevention Act.</i>]
Inebriates - - - -	Not introduced.
Milk Supply - - - -	Introduced, but deferred.
Shop Hours - - - -	Introduced, but deferred.

1910.

In consequence of the rejection of the Budget by the House of Lords in 1909, the King's Speech for 1910 referred only to Measures "to define the relations between the Houses of Parliament," and to provide that the House of Commons "should be so constituted and empowered as to exercise impartially, in regard to proposed legislation, the functions of initiation, revision, and, subject to proper safeguards, of delay." The Parliament Bill was introduced and obtained its First Reading shortly before the death of King Edward. The Conference between the Parties then took place, and, when that failed to reach a decision, Parliament was prorogued on November 28th.

1911.

Parliament - - - -	Became law.
Old Age Pensions - - -	Became law.
National Insurance - - -	Became law. (<i>Autumn Sitting</i>).

1912-13.

Government of India - - -	Became law.
Government of Ireland - - -	Passed by the Commons; but rejected by the Lords.
Established Church (Wales) - -	Do. do.
Franchise and Registration - -	Introduced, but withdrawn in Committee.
British Nationality - - - -	Not introduced.

CONSOLIDATION OF STATUTES.

Much has been done during the last 7 years in this direction. Twenty-four Measures of Consolidation have been passed, and business men in particular will appreciate the convenience of finding the law on any given subject set out in one statute, rather than having to refer to a dozen or more.

1906.

- (1) Alkali, &c., Works Act, 1906 (6 Edw. 7, c. 14).
- (1) Dogs Act, 1906 (6 Edw. 7, c. 22).
- Open Spaces Act, 1906 (6 Edw. 7, c. 25).
- (2) Marine Insurance Act, 1906 (6 Edw. 7, c. 41).

1907.

Patents and Designs Act, 1907 (7 Edw. 7, c. 29).

1908.

- Agricultural Holdings Act, 1908 (8 Edw. 7, c. 28).
- Agricultural Holdings (Scotland) Act, 1908 (8 Edw. 7, c. 64).
- Companies Consolidation Act, 1908 (8 Edw. 7, c. 69).
- (1) Costs in Criminal Cases Act, 1908 (8 Edw. 7, c. 15).
- Post Office Act, 1908 (8 Edw. 7, c. 48).
- Small Holdings and Allotments Act, 1908 (8 Edw. 7, c. 36).
- (3) Children Act, 1908 (8 Edw. 7, c. 67).

1909.

- (1) Assurance Companies Act, 1909 (9 Edw. 7, c. 49).

(1) Not a measure of consolidation pure and simple.

(2) This is in the nature of codification rather than of consolidation.

(3) This Act consolidates with amendments not only the Reformatory and Industrial Schools Act, but various other enactments relating to children, such as the Infant Life Protection Act, the Prevention of Cruelty to Children Act (except so far as it relates to the employment of children), and the Youthful Offenders Act,

1910.

- (¹) Finance (1909–10) Act, 1910, First Schedule (10 Edw. 7, c. 8).
Licensing Act, 1910 (10 Edw. 7 and 1 Geo. 5, c. 24).

1911.

- Perjury Act, 1911 (1 and 2 Geo. 5, c. 6).
(²) Pensions (Governors of Dominions, &c.) Act, 1911 (1 and 2 Geo. 5, c. 24).
(³) Protection of Animals Act, 1911 (1 and 2 Geo. 5, c. 27).
Official Secrets Act, 1911 (1 and 2 Geo. 5, c. 28).
(²) Copyright Act, 1911 (1 and 2 Geo. 5, c. 46).
(²) Coal Mines Act, 1911 (1 and 2 Geo. 5, c. 50).

1912–13.

- Shops Act, 1912 (2 Geo. 5, c. 3).
(²) (³) Protection of Animals (Scotland) Act, 1912 (2 and 3 Geo. 5, c. 14).
(²) Pilotage Act, 1913 (2 and 3 Geo. 5, c. 31).

(1) This first schedule constitutes a very considerable simplification, and, to a certain extent, a consolidation, of the law relating to excise liquor licenses.

(2) Not a measure of consolidation pure and simple.

(3) The Bills for these Acts were introduced by private members.

HOUSE OF COMMONS TIME SPENT ON GOVERNMENT BILLS REJECTED OR DELAYED BY HOUSE OF LORDS.

The following Table shows the amount of time that the House of Commons has spent on Government Bills which have failed as yet to reach the Statute Book owing to the action of the House of Lords:—

						Days.
1906.	Education Bill	...	...	...	...	29
	Plural Voting Bill	...	...	...	...	10
1907.	Scotch Small Landholders' Bill	...	...	...	...	7
	Scotch Land Values Bill	...	...	...	...	2
1908.	Scotch Small Landholders' Bill	...	...	...	...	2
	Scotch Land Values Bill	...	...	...	...	2
	Licensing Bill	...	...	...	...	30½
1909.	London Elections Bill	...	...	...	...	2
1911.	Naval Prize Bill	...	...	...	...	5
1912.	Irish Home Rule Bill	...	...	...	...	57½
	Welsh Disestablishment Bill	...	...	...	...	27½
	Temperance (Scotland) Bill	...	...	...	...	4
						178½

The average duration of a Session from 1906 to 1912 inclusive was 160 days.

ROYAL COMMISSIONS.

				APPOINTED.			FINAL REPORT.	
1906.								
1. Canals and Waterways	...	March	5	{ England Wales Scotland Ireland }	Dec.	4, 1909		
2. Church of England in Wales		June	21				...	Apl. 29, 1911
3. Coast Erosion	July	6				...	Nov. 1, 1910
(Extended to include Afforestation, March, 1908.)							...	May 31, 1911
4. Congestion in Ireland	...	July	20	...		May 5, 1908		
5. Lighthouse Administration	..	Aug.	21	...		Jan. 29, 1908		
6. Mines	... ..	June	6	...		—	
(Extended May 18, 1907.)								
7. Metropolitan Police, Duties of		May	26	...		June 19, 1908		
8. Registration of Title in Scotland	... ..	May	23	..		July 15, 1910	
9. Shipping Rings	... ..	Nov.	29	...		May 18, 1909	
10. Trinity College, Dublin	...	June	2	...		Jan. 12, 1907		
11. Vivisection	... ..	Sept.	17	...		Mch. 1, 1912	
1907.								
12. Decentralisation in India	...	Sept.	7	...		Feb. 25, 1909		
1908.								
13. Ancient Monuments in Wales and Monmouthshire	..	Aug.	10	...		—		
14. Electoral Systems	..	Dec.	31	...		May 10, 1910		
15. Ancient Monuments (England)		Oct.	27	...		—		
16. Land Transfer Acts	...	July	28	...		Jan. 19, 1911		
17. Ancient Monuments (Scotland)	... ..	Feb.	7	...		—	
18. Whiskey and other Potable Spirits	... ..	Feb.	17	...		July 28, 1909	
1909.								
19. University Education in London	... ..	Feb.	24	...		Apl. 15, 1913	
20. International Exhibitions at Brussels, Rome and Turin		March	19	...		—		
21. Mauritius	... ..	June	2	...		Apl. 28, 1910	
22. Canada and West Indian Trade Relations	...	Aug.	9	...		Aug. 19, 1910		
23. Selection of Justices of the Peace	... ..	Nov.	5	...		July 6, 1910	
24. Law of Divorce	... ..	Nov.	8	...		Nov. 11, 1912	

				APPOINTED		FINAL REPORT
1910.						
25. Metalliferous Mines and Quarries ...	...	...	...	May 30	...	—
26. Public Records ...	...	...	...	Oct. 11	...	—
1911.						
27. Malta ...	...	...	...	Aug. 4	...	Apl. 22, 1912
28. Railway Conciliation Scheme				Aug. 22	...	Oct. 18, 1911
1912.						
29. Civil Service ...	...	...	...	March 18	...	—
30. Dominions ...	...	...	...	Apl. 15	...	—
31. Fuel and Engines ...	...	...	...	July 31	...	—
32. Indian Public Services ...	...	...	...	Sept. 5	...	—
33. Housing of Industrial Population in Scotland ...	...	...	...	Oct. 30	...	—
34. King's Bench Division, Delay in ...	...	...	...	Dec. 21	...	—

The following Commissions were constituted prior to 1906 :—

				APPOINTED.		FINAL REPORT.
Care and Control of the Feeble-Minded ...	...	...	...	Sept. 9, 1904	...	July 31, 1908
Poor Laws and Relief of Distress				Dec. 4, 1905	{ Eng. Feb. 4, 1909 Irish Apl. 10, 1909 Scot. Oct. 13, 1909	
Sewage Disposal ...	...	...	...	May 7, 1898	...	—
Tuberculosis ...	...	...	...	Aug. 31, 1901	...	July 11, 1911
Historical Manuscripts ...	...	...	...	Dec. 18, 1897	Reports from time to time.	

THE MAINTENANCE OF FREE TRADE.

Although this volume necessarily deals with the positive acts, whether legislative or administrative, of the Liberal Government since December, 1905, it could hardly be considered a complete "Record," in the widest sense of that word, if it contained no reference to the fiscal question. Here the great service rendered by the Government to the nation is that they have allowed nothing to interfere with the maintenance of our Free Trade system. The attack on Free Trade has been insistent and insidious; the campaign of the Tariff Reformers has been a mixture of reckless promises and appeals to Imperial sentiment. Happily, Free Trade still more than holds its own, thanks to the bold and uncompromising way in which it has been maintained and defended by the Liberal Government and Party. What follows on the Fiscal Question is part of a comprehensive article to be found in the current *Liberal Year Book*.

- I. THE SO-CALLED "SCIENTIFIC" TARIFF.
- II. THE TARIFF REFORM POSITION, NOW AND IN 1903 —
 - (1) The Position in 1903.
 - (2) The Position To-day.
 - (3) The "Tactics" during the interval.
- III. THE TARIFF REFORM "CASE" IN 1903.
- IV. THE TARIFF REFORM "CASE" AFTER TEN YEARS—
 - (i.) Growth of our Over-sea Trade, 1902-12—
 - (1) Mr. Chamberlain's Comparison.
 - (2) Growth of British Trade, 1902-12.
 - (3) Trade in 1911 at prices of 1900.
 - (4) Trade *per capita* in 1902 and 1912.
 - (5) Exports of British Manufactures in 1902 and 1912.
 - (ii.) Our Over-sea Markets in 1902 and 1911—
 - (1) Distribution of our Trade.
 - (2) Exports to certain Countries and Colonies.
 - (3) Exports to certain Groups of Countries and Colonies.
 - (4) Comparisons with Germany.
 - (iii.) Unemployment, 1871-1912.
 - (iv.) The "Going" Industries.
 - (v.) Shipbuilding, 1902-12.
- V. A GREAT INQUIRY.
- VI. THE SHIFTING OF THE ECONOMIC PROBLEM.
- VII. WHEAT AND POPULATION IN 1901 AND 1911—
 - (1) In British Empire.
 - (2) In Europe.
 - (3) In other Foreign Countries.
 - (4) Summary Table.
 - (5) Wheat Exports to the United Kingdom.
 - (6) Wheat Acres per 1,000 of Population.
- VIII. THE SUGGESTED PREFERENCES—
 - (1) On Existing Duties.
 - (2) On Proposed New Duties on Manufactures.

I.—THE SO-CALLED “SCIENTIFIC” TARIFF.

“That” (*a Tariff for revenue only, i.e., Free Trade*) “is a superstition which has been discarded by other great nations of the world. They use tariffs, scientifically constructed, in order to increase their trade and develop their industries.”—(MR. CHAMBERLAIN, *London, January 16th, 1904.*)

“A moderate duty on all manufactured goods, not exceeding 10 per cent. on the average, but varying according to the amount of labour in these goods; that is to say, putting the higher rate on the finished manufactures on which most labour would be employed in this country, and the lower duty on goods on which very little or less labour has been employed.”—(MR. CHAMBERLAIN, *describing his plan, Glasgow, October 6th, 1903.*)

In the above quotations Mr. Chamberlain announced two propositions to which Tariff Reformers have all along attributed much importance. The first is, that all other countries but England have “discarded” Free Trade; the second is, that they have invented and adopted a new engine of economic development, the so-called “scientific” tariff, which grades import duties according to the amount of foreign labour which has been employed on the imported goods.

Here is a specimen of a “scientific” tariff on linen, a few items being omitted for brevity’s sake:

						Per Square Yard.		
						£	s.	d.
Not containing more than 20 threads to the inch								
of warp						0	0	2½
Containing more than 20 threads and not more								
than 24 threads to the inch of warp ...						0	0	3
* * * * *								
Containing more than 80 threads and not more								
than 100 threads to the inch of warp ...						0	1	0
Containing more than 100 threads to the inch								
of warp						0	1	6

This interesting piece of “science” is taken from the tariff which was in force in this country in 1839–40. It is England which has done the “discarding.” She became a Free Trade country in a Protectionist world by doing so, not because the world was once a Free Trade world and all other countries except our own adopted a “scientific” tariff.

II.—THE TARIFF REFORM POSITION— NOW AND IN 1903.

(1) THE POSITION IN 1903.

The Fiscal Campaign began with a speech delivered by Mr. Chamberlain at Birmingham on May 15th, 1903. This speech contained no plan or proposal. Mr. Chamberlain contented himself with stating that our established fiscal policy was not suitable for dealing with what he called “absolutely a new situation,” of which he said, “There has been nothing like it in our history.” This situation was that the Colonies had offered,

or were willing to offer, a Preference on British exports to them. Canada, indeed, had done it, and had been penalised by Germany for so doing. There were, he said, two alternatives for dealing with the situation. The first was that we should maintain our existing Free Trade policy "in all its severity." In this case we should be absolutely precluded from giving any kind of Preference to our Colonies or even protecting them when they offered to favour us. The second alternative was "that we should not be bound by any purely technical definition of Free Trade," but that we should "recover our freedom, resume our power of negotiation, and, if necessary, retaliation, whenever our own interests or our relations between our Colonies and ourselves are threatened by other people." Mr. Chamberlain said in conclusion: "I leave the matter in your hands. I desire that a discussion on this subject should be opened."

IMMEDIATE DEVELOPMENTS.

It became apparent, almost immediately, which of the two alternatives Mr. Chamberlain intended to adopt. In the House of Commons on May 28th, 1903, he said—

"If you are to give a Preference to the Colonies . . . you must put a tax on food."

At the Constitutional Club on June 26th, 1903, he said—

"I have already indicated my opinion that a system of Preferential Tariffs is the only system by which this Empire can be kept together."

Nothing was said by Mr. Chamberlain in the early stages of the campaign about a general tariff on manufactured articles. In fact, on June 1st, 1903, writing to Mr. Vince (who became his chief agent in the Midlands in forwarding the new policy) he expressly barred out from his scheme the idea of a general tariff on imported manufactures. The letter is as follows:—

"Mr. Chamberlain would not propose to put any tax on German machinery merely because it was cheaper than English, but if he found that German machinery was receiving a bounty—either direct or indirect—he would then be perfectly ready to put on a corresponding duty. Mr. Chamberlain would adhere in every case to Cobden's principle of free interchange at the natural price. According to this, if he did put on a duty it would not necessarily give a claim to any other manufacturer. If Mr. Chamberlain found that the Germans earned their success legitimately, he would leave the home manufacturers to find out how they did it and to beat the Germans with their own weapons."

When Mr. Chamberlain resumed his campaign on behalf of his new policy at Glasgow on October 6th, 1903, he announced that it would be an integral part of his policy to impose—

"A moderate duty on all manufactured goods not exceeding 10 per cent. on the average, but varying according to the amount of labour in these goods."

(2) THE POSITION TO-DAY.

In the latest phase of Tariff Reform policy announced by Mr. Bonar Law at Edinburgh on January 24th, 1913, we were told that if the Unionists were returned to power they intended to do the three following things:—

1.—They would impose a tariff lower than existed in any industrial country in the world on foreign manufactured goods.

2.—They would give to the Dominions on our market the largest preference possible without the imposition of new duties upon food.

3.—They would try to establish co-operation throughout the Empire in trade as well as in defence. They would put themselves in communication with the Dominions and work out with them the best scheme for securing that object and, when it was worked out, present it to their countrymen and try to get their assent to it.

There is here no reference to any new food taxes (and there is only one reference, and that a very slight one, in passing, to the fact that the food taxes are only postponed); but the Edinburgh speech has to be read in connection with Mr. Bonar Law's reply to the letter presented to him a short time previously by his followers in the House of Commons. The important paragraph in this reply is as follows:—

“The modification requested by those who have signed the memorial is that if, when a Unionist Government has been returned to power, it proves desirable, after consultation with the Dominions, to impose new duties on any articles of food in order to secure the most effective system of Preference, such duties should not be imposed until they have been submitted to the people of this country at a General Election.”

On behalf of Lord Lansdowne and himself he added:—

“We feel that, in view of such an expression of opinion from such a quarter, it is our duty to comply with the request which has been addressed to us, and this we are prepared to do.”

The object of Mr. Bonar Law's reply and of his speech is obvious from the varying interpretations that are already put upon it. Tariff Reformers are dwelling on the fact that the full Tariff Policy remains, but it is to be achieved in two stages, a plan which is accepted because it lightens the task of “the weaker brethren” (*Morning Post*, January 25th, 1913). The *Times* (January 27th), however, says that Mr. Bonar Law's Edinburgh speech “has given great satisfaction in Yorkshire” for the following reasons:—

“With the explicit statement that extra food taxes no longer occupy any place in the party programme, everyone is satisfied. Some people, it is true, speak of postponement only, but that does not greatly trouble the practical politician, who is concerned only with the immediate future. The food-tax cry has been used by the Radical Party with such deadly effect in the North that nothing short of absolute denial is of the least use. That denial candidates and their supporters can now give without a semblance of qualification and without fear of being abused as heretics.”

The Tariff Reform party, however, is still in all essentials a food-tax party. Taxes on imported food became part of its policy by the declaration of one of their greatest leaders to that effect, and they can only disappear from that policy by an emphatic declaration that they have disappeared and permanently disappeared. No such declaration has yet been made.

(3) A BRIEF ACCOUNT OF THE “TACTICS” OF THE INTERVENING TEN YEARS.

1903. *October 6th*: Mr. Chamberlain's speech at Glasgow. His programme was frankly protectionist, except that no import duties were

to be levied on maize and bacon, and none on any Colonial foodstuffs. The full scheme was as follows:—

PROPOSED NEW TAXES.

- Two shillings a quarter on foreign (not Colonial) corn.
- Corresponding tax on foreign flour.
- Five per cent. on foreign meat, except bacon.
- Five per cent. on foreign dairy produce.
- An average of 10 per cent. on completely manufactured foreign goods.

TAXES TO BE RELIEVED.

- Three-quarters of the duty off tea.
- Half the sugar duty taken off.
- Corresponding reduction on coffee and cocoa.
- Preference to Colonial wines and fruit.

DUTIES NOT CONTEMPLATED.

No tax on raw materials. No tax on maize or bacon.

The position in October, 1903, when the "Missionary of Empire" began his "raging, tearing propaganda," was therefore as follows: Both Mr. Chamberlain and Mr. Balfour explicitly declared that they *were* Free Traders and *were not* Protectionists, but *both* desired to change the existing fiscal system—Mr. Balfour merely to retaliate (the Sheffield Programme, October 1st, 1903), Mr. Chamberlain to save the Empire and restore our trade.

December 16th: Mr. Chamberlain announces the formation of a "Tariff Commission," whose instruction from him (Leeds, December 16th, 1903) was "TO FRAME A MODEL TARIFF."

- 1904. *October 3rd*: Mr. Balfour's "Edinburgh Programme." Wants two elections, with an intervening Colonial Conference, to settle the Fiscal Question. Mr. Chamberlain objected to the second election.
- 1905. *January 26th*: Mr. Balfour's "Half-sheet-of-note-paper" policy announced at Manchester. Wants "freedom of action" because we could then (1) negotiate for the lowering of foreign tariffs; (2) protect those colonies that gave us preference against fiscal attacks from foreign countries; (3) check dumping.
- 1906. *January*: General Election: Liberals, Labour and Nationalists, 512; Conservatives and Liberal Unionists, 158; majority, 354. In the first "fiscal" division (March 13th) the Free Trade majority was 377.
- 1906. *February 14th*: The "Valentine" correspondence between Mr. Chamberlain and Mr. Balfour: latter accepts import duties on foodstuffs and manufactures.
- 1906. (*Autumn*): Tariff Reform Commission reports in favour of taxing *all* foodstuffs, a preference to be given in each case to the Colonies.
- 1907. *November 14th*: Mr. Balfour's "Birmingham Programme" of "Fiscal" Reform. His proposed import duties: They are (1) to be widespread, (2) to be small, (3) not to touch raw materials, (4) not to alter the proportion in which the working classes contribute to the revenue.

1910. *April 15th*: As one result of the General Election, Mr. Balfour announces, in a letter to Mr. Courthope, M.P., that Colonial *wheat* is to come in duty-free.
1910. *November 29th*: Mr. Balfour, at the Albert Hall, promises a Referendum on Tariff Reform. Mr. Austen Chamberlain accepts it "for this election."
1911. *March 28th*: Lord Lansdowne (in the House of Lords) announces that the Referendum pledge will be adhered to.
1911. *November 8th*: Mr. Balfour announces his resignation; Mr. Austen Chamberlain renounces the Referendum pledge.
1911. *November 13th*: Mr. Bonar Law elected Leader of the Tory Party in the House of Commons.
1912. *November 14th*: Lord Lansdowne (at Albert Hall) announces that the Referendum pledge is withdrawn; that precise information would be given in advance as to what the new food taxes were to be, and that the revenue derived from them would be used to alleviate the burdens of the working classes.
1912. *November 23rd*: Bolton By-election; return of Mr. Tom Taylor, the Liberal Candidate, by a majority of 1,176. Consternation in Tory camp.
1912. *December 16th*: Mr. Bonar Law, at Ashton-under-Lyne, proposes to leave it to the Colonies to ask for food taxes. Confusion worse confounded in Tory camp.
1913. *January 15th*: Mr. Bonar Law (in a letter to Lord Balcarras) agrees to the request of Tory members that food taxes shall not be part of the Tariff Reform programme, and, if decided upon later, shall not be imposed till after a General Election.
1913. *January 24th*: Mr. Bonar Law's "Edinburgh Programme."

III.—THE TARIFF REFORM "CASE" IN 1903.

- (1) That we were in a state of "comparative decline."
- (2) That our trade, as measured by exports, by which "it ought mainly to be measured," was practically "stationary."
- (3) That the protective tariffs of foreign countries were proving insurmountable barriers to our exports.
- (4) That the markets of our Colonies were becoming our only alternative to extinction, and that consequently we must seek to keep these markets to ourselves by preferential arrangements with the Colonies.
- (5) That many of our industries were dead, dying, decadent, or threatened.
- (6) That unemployment in this country had become chronic.

IV.—THE TARIFF REFORM "CASE" AFTER TEN YEARS.

(i.) GROWTH OF OUR OVER-SEA TRADE, 1902-1912.

"We are losing both ways. We are losing our foreign markets, because whenever we begin to do a trade the door is slammed in our

face with a whacking tariff. We go to another trade. We get it in for a few months or a few years, and at once a tariff is imposed upon it, and that is shut out . . . and we lose our foreign trade.”—(Mr. CHAMBERLAIN, *Glasgow, October 6th, 1903.*)

“During the last thirty years . . . our general export trade has remained practically stagnant.”—(Mr. CHAMBERLAIN, *Newcastle, October 20th, 1903.*)

(1) MR. CHAMBERLAIN'S COMPARISON: 1872 AND 1902.

	1872.	1902.	1902 figures calculated in prices of 1872.
	Millions of £	Millions of £	Millions of £
Imports	355	528	686
Re-exports	58	66	90
Net Imports	297	462	634
Exports of U.K. Produce ...	256	277*	380

* Exclusive of ships, which were not recorded before 1899.

The “practical stagnation” is supposed to be shown by the small rise in our exports, but Mr. Chamberlain forgot that 1872 was a year of high prices. To get the actual rise we must turn the exports for 1892 and 1902 into comparable figures, and this may be done by calculating the imports and re-exports of 1902 at the prices of 1872. It then becomes clear that the small difference between the exports of 1872 and 1902, on which Mr. Chamberlain relied so much to establish his “case,” really represents a considerable growth. The huge growth in imports is in part due to the growth of British investments abroad, and largely represents the interests on these investments. The third column in the table is obtained by using the first Chart in the *First Fiscal Blue Book*.

(2) GROWTH OF BRITISH TRADE, 1900-1912 (VALUES AS DECLARED).

	Imports.	Re-exports.	Net Imports.	Exports of British Produce & Manufactures.
	Millions of £	Millions of £	Millions of £	Millions of £
1900	523	63	460	291
1901	522	68	454	280
1902	528	66	463	283
1903	543	70	473	291
1904	551	70	481	301
1905	565	78	487	330
1906	608	85	523	376
1907	646	92	554	426
1908	593	80	513	377
1909	625	91	533	378
1910	678	104	574	430
1911	680	103	578	454
1912	745	112	633	487

The years 1900 and 1901 are included because the Board of Trade now recalculates later figures *in the prices of 1900*, so as to get more exactly the real movement of our trade. If, to take an extreme case as

an example, in 1900 we exported one million units of *x* at a value of £1 per unit, and in 1911 two million units at a value of 9s. per unit, our trade estimated in *goods* would have doubled, while estimated in *money* it would have fallen. By re-calculating every item in 1911 at the prices of 1900, the true growth is shown.

(3) GROWTH OF OUR TRADE, 1900-1911.

	Actual Figures, 1911.	Estimated at Prices of 1900.	Actual Figures, 1900.	Growth in Declared Values, 1900-11.	Real Growth, 1900-11.	Percentage Growth, 1900-11.	
						(a) over (c)	(b) over (c)
	(a) Millions of £	(b) Millions of £	(c) Millions of £	(d) Millions of £	(e) Millions of £	%	%
Imports ...	680	625	523	157	100	30	19
Re-exports ...	103	84	63	40	21	63	33
Net Imports ...	578	541	460	118	81	25	17
Exports of U.K. Produce and Manufactures	454	455	291	163	164	56	56

The official re-calculation for 1912 is not yet available, but it is certain that part of the growth in 1912 is due to increased prices. It is important to note that the growth of our *export* trade, 1900-1911, is *not due to increased prices*.

(4) TRADE *per capita* IN 1902 AND 1912.

The following table gives the trade of the United Kingdom per head of population in 1902 and 1912:—

				Per Head, 1902.			Per Head, 1912.		
				£	s.	d.	£	s.	d.
Imports ...	...	...	...	12	12	3	16	6	7
Re-exports ...	...	...	...	1	11	5	2	9	0
Net Imports ...	...	...	...	11	0	10	13	17	7
Exports of U.K. Produce			...	6	15	4	10	13	7

N.B.—While the population of the United Kingdom grew 9 *per cent.* between 1902 and 1912, net imports per head grew 25 *per cent.*, and exports of British produce and manufactures grew 57 *per cent.*—a striking refutation of the favourite Tariff Reform theory that we are, industrially, a decadent people.

(5) EXPORTS OF BRITISH MANUFACTURES IN 1902 AND 1912.

But Tariff Reformers attach most importance to our imports and exports of articles wholly or mainly manufactured. Let us consider these separately.

Our net imports of articles wholly or mainly manufactured were in 1902, 115 million £, and in 1912, 156 million £—a growth of 41 million £, or 36 per cent.

Our exports of our own domestic manufactures of the same class were in 1902, 227 million £, and in 1912, 385 million £—a growth of 158 million £, or 70 per cent.

N.B.—Of the imports of articles wholly or mainly manufactured, only about 50 million pounds-worth are in their final stage—ready, that is, for the use of consumers. The other 110 million £ are all used by our industries as raw materials.

(ii) OUR OVER-SEA MARKETS : DISTRIBUTION OF OUR TRADE.*

(1) BETWEEN FOREIGN COUNTRIES AND BRITISH POSSESSIONS. (IN MILLIONS OF £.)

Year.	Food, Drink and Tobacco.			Raw Materials and Articles mainly unmanufactured.			Articles wholly or mainly manufactured.			Miscellaneous and Unclassified (including Parcel Post).			Total.		
	Foreign Countries.	British Empire Over-sea.	Total.	Foreign Countries.	British Empire Over-sea.	Total.	Foreign Countries.	British Empire Over-sea.	Total.	Foreign Countries.	British Empire Over-sea.	Total.	Foreign Countries.	British Empire Over-sea.	Total.

TOTAL IMPORTS.

1902	180	43	223	120	49	169	120	14	134	2	0·5	2·5	421	107	528
1911	190	74	264	172	76	248	145	20	165	2	0·5	2·5	509	171	680

EXPORTS† OF THE PRODUCE AND MANUFACTURES OF THE UNITED KINGDOM.

1902	8	9	17	32	3	35	132	95	227	2	2	4	174	109	283
1911	18	11	29	50	3	53	224	138	362	5	4	9	297	157	454

RE-EXPORTS.

1902	7	3	10	37	1	38	14	4	18	+	+	+	57	8	65
1911	11	3	14	58	2	60	20	8	28	+	+	+	90	13	103

* Shipments (as distinguished from Consignments).

† Consignments, except in those cases where country or colony of consignment has no seaboard, when the exports are allocated to the country or colony containing the port of discharge.

‡ Figures trifling in value.

Between 1902 and 1911, our Imports from Foreign Countries increased by 88 million £, or 21 *per cent.*; our Imports from the Empire over-sea by 64 millions, or 60 *per cent.* In the same years our Exports to Foreign Countries increased by 123 million £, or 71 *per cent.*, while our Exports to the Empire over-sea increased by 48 million £, or 44 *per cent.*

(2) EXPORTS OF BRITISH PRODUCE AND MANUFACTURES TO CERTAIN FOREIGN COUNTRIES AND BRITISH POSSESSIONS, 1902 TO 1912.

TO FOREIGN COUNTRIES				TO BRITISH POSSESSIONS.			
	1902 Millions of £	1912 Millions of £	Increase per cent.		1902 Millions of £	1912 Millions of £	Increase per cent.
Russia ...	8·6	13·8	60 ^o / _o	Canada ...	10·3	23·5	128 ^o / _o
Germany ...	22·8	40·4	77 ^o / _o	Australia ..	19·5	34·9	80 ^o / _o
France ...	15·5	25·6	65 ^o / _o	New Zealand	5·6	10·3	84 ^o / _o
Italy ...	7·5	14·0	87 ^o / _o	South Africa	17·5*	21·0	20 ^o / _o
Japan ...	5·0	12·2	144 ^o / _o	India ...	32·7	57·6	76 ^o / _o
United States	23·7	30·1	27 ^o / _o				
The Argentine	5·8	20·6	255 ^o / _o				
Brazil ...	5·4	12·6	133 ^o / _o				

* 1904, because in 1902 the figures (24 million £) were probably still influenced by the war.

(3) EXPORTS OF BRITISH PRODUCE AND MANUFACTURES, 1902-12, TO CERTAIN GROUPS OF COUNTRIES.

UNITED KINGDOM EXPORTS TO	1902 Millions of £.	1912 Millions of £.	Growth per cent.
(1) The Principal Protected Foreign Countries* ...	108	177	64%
(2) Remaining Foreign Countries	66	133	100%
(3) (a) The Self-Governing Colonies†	60	90	50%
(b) Canada, Australia and New Zealand ...	35	69	97%
(4) The Rest of the Empire ...	49	87	77%

* Russia, Germany, Holland (included because of transit trade), Belgium, France, Spain, Portugal. Italy, Austria-Hungary, United States, Japan.

† Canada, Newfoundland, Australia, New Zealand, Natal, Cape of Good Hope. The Exports to Natal and the Cape in 1902 were inflated by the war. In 1907 our Exports to the two Colonies were valued at £13,700,000.

(4) COMPARISONS WITH GERMANY.

“The character of our overseas trade is changing for the worse. We are exporting a larger percentage of raw materials and partly manufactured articles and a smaller percentage of finished goods.” This is one of the pet theories of Tariff Reformers, and the following figures are therefore very interesting.

(a) PERCENTAGE OF EXPORTS OF MANUFACTURED GOODS TO
TOTAL EXPORTS. (MILLIONS OF £.)

Years.	GERMANY.			UNITED KINGDOM.		
	Exports.	Of which Manufactures.	Per cent.	Exports.	Of which Manufactures.	Per cent.
1906	313	211	67.5	375	305	81.2
1907	337	228	67.7	426	341	80.1
1908	315	205	65.4	377	296	78.6
1909	324	207	64.0	378	297	78.5
1910	367	236	64.2	430	343	79.7

It is exactly typical of Tariff Reformers to point to the change in the "character" of *our* Exports, and to say nothing about the similar change in the "character" of German Exports.

(b) EXPORTS PER HEAD, UNITED KINGDOM AND GERMANY.

Exports per Head.					Germany.			United Kingdom.		
					£	s.	d.	£	s.	d.
Average, 1900-4	...	...	...	...	4	1	3	6	14	9
Average, 1907-10	...	...	...	...	5	6	0	9	2	0
1912	...	...	...	...	6	10	0	10	13	7

Exports are the "main test," according to Tariff Reformers. Free Traders would only agree that they are *one* test, and they suggest that *power to export*, measured by the Exports per head of population, is a better one. Judged by this test, the United Kingdom is not only far superior to Germany, *but is increasing its margin of superiority*. For while, in the period covered by the table, the German on an average increased his power to export goods by £2 8s. 9d., the average Briton increased his by no less than £3 18s. 10d.

(iii.) UNEMPLOYMENT, 1871-1912.

The favourite complaint of the Tariff Reformers in the earlier years of the controversy was that unemployment had become "chronic." Mr. Chamberlain definitely stated that Tariff Reform would give work "for all who want to work." Mr. Hewins was merely inaccurate when he said that "no responsible leader" had ever said "Tariff Reform meant work for all." Moreover, *after* Mr. Hewins's disclaimer, Mr. Chamberlain was allowed (January, 1910) to say, "Tariff Reform means more work for all."

The following table gives the percentage of unemployment in all the Unions making returns to the Board of Trade from the earliest available date to 1912:—

Year.	Per cent.	Year.	Per cent.	Year.	Per cent.
1871	1.6	1885	9.3	1899	2.0
1872	0.9	1886	10.2	1900	2.5
1873	1.2	1887	7.6	1901	3.3
1874	1.7	1888	4.9	1902	4.0
1875	2.4	1889	2.1	1903	4.7
1876	3.7	1890	2.1	1904	6.0
1877	4.7	1891	3.5	1905	5.0
1878	6.8	1892	6.3	1906	3.6
1879	11.4	1893	7.5	1907	3.7
1880	5.5	1894	6.9	1908	7.8
1881	3.5	1895	5.8	1909	7.7
1882	2.3	1896	3.3	1910	4.7
1883	2.6	1897	3.3	1911	3.0
1884	8.1	1898	2.8	1912	3.2

MONTHLY RETURNS OF UNEMPLOYMENT, 1902-1912.

Percentage of Trade Union members unemployed at the end of each month, 1902-12. In December, 1912, the membership of the Unions making the returns was 850,000.

Year.	Jan.	Feb.	Mar.	April.	May.	June.	July.	Aug.	Sept.	Oct.	Nov.	Dec.	Average.
1902	4.0	3.9	3.2	3.4	3.5	3.7	3.5	4.0	4.5	4.5	4.4	5.0	4.0
1903	4.9	4.3	3.9	3.6	3.5	3.9	4.4	5.0	5.2	5.6	5.5	6.3	4.7
1904	6.1	5.6	5.5	5.5	5.8	5.5	5.6	5.9	6.3	6.3	6.5	7.1	6.0
1905	6.3	5.7	5.2	5.2	4.7	4.8	4.7	4.9	4.8	4.6	4.3	4.5	5.0
1906	4.3	4.1	3.4	3.2	3.1	3.2	3.1	3.3	3.3	3.9	4.0	4.4	3.6
1907	3.9	3.5	3.2	2.8	3.0	3.1	3.2	3.6	4.1	4.2	4.5	5.6	3.7
1908	5.8	6.0	6.4	7.1	4.7	7.9	7.9	8.5	9.3	9.5	8.7	9.1	7.8
1909	8.7	8.4	8.2	8.2	7.9	7.9	7.9	7.7	7.4	7.1	6.5	6.6	7.7
1910	6.8	5.7	5.2	4.4	4.2	3.7	3.8	4.0	4.3	4.4	4.6	5.0	4.7
1911	3.9	3.3	3.0	2.8	2.5	3.0	2.9	3.3	2.9	2.8	2.6	3.1	3.0
1912	2.7	2.8	11.3	3.6	2.7	2.5	2.6	2.2	2.1	2.0	1.8	2.3	3.2

1912 contains the highest percentage (11.3 in March, due to the effect of the Coal Strike on other trades), and the lowest percentage (1.8 in November) recorded during the fiscal controversy. The average for the eleven months, excluding March, is 2.5, which has been beaten only in 9 years since the returns began in 1871.

Let us assume that years in which the rate is 4 per cent. or less are "good" years, and those in which it is 6 per cent. or more are "bad" years, and divide the period into two halves, 1871-1891, and 1892-1912. In the first half there were 12 "good" and 6 "bad" years. In the second half there were 11 "good" and 7 "bad" years. It is true that the average for the first 10 years (1871-1880) is 4 per cent., as compared with 5 per cent. in the last 10 years, and this is the only foundation for the "chronic" argument. The figures had to begin *somewhere*, and Tariff Reformers who use the argument are in luck with their beginning, for the average of the second 10 years (1881-90) is 5.3, which vitiates the "chronic" argument completely. If the unemployment returns had

begun in 1861 instead of 1871, it is practically certain, considering the industrial history of the 'sixties, that the "chronic" argument could never have been started even by the wildest Tariff Reformer.

(iv.) THE "GOING" INDUSTRIES.

[All figures in these Tables denote millions of £.]

COTTON MANUFACTURES.—"Cotton will go."—GREENOCK, *October 7th*, 1903.

Imports.			Exports.			Exports less Imports.			Imports.			Exports.			Exports less Imports.		
1902	...	6	...	72.5	...	66.5	||		1909	...	9.8	...	93.4	...	83.6		
1905	...	7.9	...	92	...	84.1	||		1910	...	10.9	...	105.9	...	95		
1906	...	9.3	...	99.6	...	90.3	||		1911	...	11.3	...	120.1	...	108.8		
1907	...	9.5	...	110.4	...	100.9	||		1912	...	11.5	...	122.2	...	110.7		
1908	...	9.5	...	95.1	...	85.6	||										

WOOLLEN MANUFACTURES.—"Wool is threatened."—GREENOCK, *October 7th*, 1903.

Imports.			Exports.			Exports less Imports.			Imports.			Exports.			Exports less Imports.		
1902	...	13	...	23.3	...	10.3	||		1909	...	9.7	...	31	...	21.3		
1905	...	12.5	...	29.2	...	16.7	||		1910	...	9.6	...	37.5	...	27.9		
1906	...	12.1	...	31.8	...	19.7	||		1911	...	9.6	...	37.3	...	27.7		
1907	...	10.8	...	34.2	...	23.4	||		1912	...	10.1	...	37.8	...	27.7		
1908	...	9.5	...	28.4	...	18.9	||										

IRON AND STEEL MANUFACTURES.—"Your iron trade is going."—BIRMINGHAM, *November 4th*, 1903.

Imports.			Exports.			Exports less Imports.			Imports.			Exports.			Exports less Imports.		
1902	...	7.9	...	28.9	...	21	||		1909	...	8	...	38.3	...	30.3		
1905	...	8.6	...	31.8	...	23.2	||		1910	...	9.1	...	43	...	33.9		
1906	...	8.4	...	39.8	...	31.4	||		1911	...	11.1	...	43.8	...	32.7		
1907	...	7.2	...	46.6	...	39.4	||		1912	...	13	...	48.6	...	35.6		
1908	...	7.7	...	37.4	...	29.7	||										

EARTHENWARE AND GLASS.—"Now what about glass?"—LIVERPOOL, *October 27th*, 1903.

Imports.			Exports.			Imports.			Exports.			Imports.			Exports.		
1902	...	4.7	...	3	||	1907	...	4.1	...	4.1	||	1910	...	3.8	...	4.3	
1905	...	4.3	...	3.2	||	1908	...	3.7	...	3.7	||	1911	...	4	...	4.7	
1906	...	4.2	...	3.7	||	1909	...	3.8	...	3.7	||	1912	...	4.3	...	5	

TIN PLATE.

			Exports.						Exports.						Exports.		
1902	...	...	4.3	||		1907	...	...	5.9	||		1910	...	...	6.5		
1905	...	...	4.6	||		1908	...	...	5.5	||		1911	...	...	6.8		
1906	...	...	4.9	||		1909	...	...	5.8	||		1912	...	...	6.8		

(v.) THE WORLD'S MERCANTILE SHIPBUILDING, 1902-12.

Table showing the tonnage of vessels of 100 tons gross and upwards (excluding warships) launched in the United Kingdom and abroad during the years 1902-12.

Year.	France.	Germany.	United States.	British Colonies.	All the World except the United Kingdom.	The United Kingdom.	Total.
	Tons.	Tons.	Tons.	Tons.	Tons.	Tons.	Tons.
1902	192,196	213,961	379,174	28,819	1,075,197	1,427,558	2,502,755
1903	92,763	184,494	381,820	34,690	955,013	1,190,618	2,145,631
1904	81,245	202,197	238,518	30,965	782,773	1,205,162	1,987,935
1905	73,124	255,423	302,827	10,798	891,754	1,623,168	2,514,922
1906	35,214	318,230	441,087	26,042	1,091,420	1,828,343	2,919,763
1907	61,635	275,003	474,675	46,443	1,170,198	1,607,890	2,778,088
1908	83,429	207,777	304,543	34,181	903,617	929,669	1,833,286
1909	42,197	128,696	209,604	7,461	610,991	991,066	1,602,057
1910	80,751	159,303	331,318	26,343	814,684	1,143,169	1,957,853
1911	125,472	255,532	171,569	19,662	846,296	1,803,844	2,650,140
1912	110,734	375,317	284,223	34,790	1,163,255	1,738,514	2,901,769

Shipbuilding is carried on in Germany under Free Trade conditions, as it is in this country. Any article imported for use in making or equipping a ship is admitted duty-free, even though if imported for any other purpose it would be subject to duty. The same is true of America, but a nice little trick of the parties concerned (a "tariff joker," as the Americans call it) has rendered the concession of no effect. It should be noted that when Germany considers it public policy to promote an important industry, in which she is hopelessly outstripped by the United Kingdom, *she gives that industry Free Trade.*

V.—A GREAT INQUIRY.

The statistics given hitherto have been of the sort with which the Free Trader has all along refuted his adversary, the Tariff Reformer. The Fiscal controversy has, however, been an excellent affair for the once-despised economist and statistician. A vast mass of accurate statistical details has been collected and published by various Government departments, notably the Board of Trade. Among these, even in bulk and interest, the Census of Production would take a leading place. But it has in addition the charm and importance of being the first of its kind we have made. There has certainly been nothing like it in this country since William the Conqueror dispatched his inquisitors to take an exact account of his newly won domains.

The Census of Production shows us how utterly absurd the lamentations of Tariff Reformers have been. They drew a picture of a Free Trade Britain isolated in a Protectionist world, and therefore having her industries beaten down by a flood tide of importations from her Protectionist rivals. The facts are cruel to this unpatriotic illusion.

Of manufactured goods in their final stage we produced in the Census Year, 1907, nearly 735 million £'s worth. Of these we consumed at home 560 million £'s worth, and exported 176 million £'s worth, while, notwithstanding our helplessness under Free Trade and the power of our rivals under Protection, we imported of the same goods the comparatively insignificant amount of 50 million £'s worth. Of course, it is hard to get figures admitting of exact comparison, but the Census sums the matter up by saying that out of every £100 worth of finished products of industry, we consumed £75 worth ourselves and exported £25 worth, also importing £7 worth from our dreaded rivals.

When some special trades are considered, the comparison becomes ridiculous. **For example, take Ships:** We produced ships worth 32 million pounds, of which we sold 10 million £'s worth, and imported "ships"—if the expression may be pardoned—worth £27,000.

Take Tin Plates: We produced nearly $7\frac{1}{2}$ million £'s worth, exported three-fourths of them, and imported—not even sixpennyworth.

Take Machinery: We made 43 million £'s worth; we sold 24 million £'s worth and imported less than 4 million £'s worth.

Take Cotton (not including lace and hosiery): We made 127 million £'s worth; we sold 105 million £'s worth; we imported 4 million £'s worth.

Take Agriculture: This is the industry which, as Tariff Reformers constantly assert, has been "practically destroyed" by Free Trade. It turned out in the Census Year produce worth 196 million pounds, being easily the first of our industries.

The following table gives the results of the Census of Production:—

	Produced in the United Kingdom.				Net Imports (Imports less Exports.)		
	For Direct Consumption or Use.	Used as Materials.	Exported.	TOTAL.	For Direct Consumption or Use.	Used as Materials.	TOTAL.
1. Food, Drink, & Tobacco; Fod- der, Seeds, Plants, Flowers:—	Millions of £.	Millions of £.	Millions of £.	Millions of £.	Millions of £.	Millions of £.	Millions of £.
(a) Natural Products ..	172·7	32·6	2·1	207·4	107·4*	62·7	170·1*
(b) Manufactured Goods ..	190·3	3·4	20·1	213·8	61·5	13·1	74·6
Total	363·0	36·0	22·2	421·2	168·9	75·8	244·7
2. Animals not for food ..	1·9	—	1·5	3·4	·3	—	·3
3. Raw Materials:—							
(a) Coal	38·8	35·6	40·2	114·6	—	—	—
(b) Other Mine and Quarry Products	·2	13·0	1·8	15·0	1·1	62·9	64·0†
(c) Other Raw Materials	—	18·5	1·5	20·0	—	128·1*	128·1*
Total	39·0	67·1	43·5	149·6	1·1	191·0	192·1
4. Semi-manufactured Goods ..	—	‡	220·7	220·7	—	110·1	110·1
5. Goods in their Final Stage; Buildings and Public Works	517·2	41·6||	176·0§	734·8	49·7	·6||	50·3
GENERAL TOTAL ..	921·1	141·7	463·9	1,529·7	220·0	377·5	597·5

* £867,000, the estimated value of the hides on cattle imported for slaughter, has been transferred from the value of animals to the value of other raw materials.

† Including net imports of unrefined gold bullion and of silver bullion for use in industry.

‡ The value of the semi-manufactured goods made and used for further manufacture in the United Kingdom cannot be stated; only part of those goods was sold at the semi-manufactured stage.

§ Including exports of gold and silver bullion refined in the United Kingdom and exports (on balance) of British gold and silver coin, less the net imports of foreign and colonial silver coin (valued as bullion).

|| i.e., Manures sold to agriculture, and explosives and other materials sold to mines and quarries.

VI.—THE SHIFTING OF THE ECONOMIC PROBLEM.

In 1902 we imported 81 million cwts. of wheat at an average value of 6s. 7d. per cwt. In 1912 we imported 109 million cwts. at an average

value of 8s. 6d. a cwt. Along with this change in value, and partly, no doubt, as a consequence of it, the distribution of our imports varied greatly. This is best seen by comparing for 1902 and 1911, the last year available, the total imports of wheat and flour (in equivalent of grain):

	1902.	1911.
	Million cwts.	Million cwts.
From Foreign Countries	82	58
„ British Possessions	25	54

The declared original purpose of Tariff Reform was to draw our supplies of wheat from our own Empire. We now draw, say, 60 million cwts. of wheat and wheat flour from foreign countries. If by law we prohibited this importation and restricted ourselves to wheat grown under the flag overseas, it may be thought that we should confer an enormous boon on the Colonies. Now, at the beginning of the century the amount of wheat exported from the three great wheat-growing Dominions, India Canada, and Australia, was on an average in the neighbourhood of 40 million cwts., whereas in 1911 it was in the neighbourhood of 90 million cwts., an increase of 50 million cwts. by natural economic growth.

If we prohibited the importation of wheat, grown on foreign soils, we should require to add 60 million cwts. to the amount now grown in the Empire. This is not much more than the three great wheat-growing areas in the Empire have added to their output since the century began, and it is only a fraction—about one-sixth—of the total Empire crop of wheat to-day. It is important and satisfactory that our supplies of wheat are now becoming more and more Imperial in character; but, so far as the economic welfare of the Empire is concerned, altogether too much importance has been attached to the problem. In short, to force the whole of our wheat to be grown on Imperial soil would not give that extraordinary fillip to Imperial development which Tariff Reform sciolists imagine, while the process would be gravely injurious to ourselves. The economic moral is obvious. Natural forces are doing what is desired, and doing it without causing in this country that bitterness which is the world-wide result of the taxation of food.

VII.—WHEAT AND POPULATION IN 1901-11.

(1) BRITISH EMPIRE.

Country.	Wheat Area.				Population.			
	1901.	1911.	Increase.	Per cent.	1901.	1911.	Increase.	Per Cent.
	Thousands of Acres.				Thousands.			
United Kingdom	1,746	1,952	206	11·8	41,537	45,365	3,828	9·2
Australia ...	5,116	7,428	2,312	45·2	3,833	4,419	616	16·1
Canada ...	4,225	10,377	6,152	145·6	5,371	7,205	1,834	34·1
India ...	23,446	30,518	7,072	30·2	231,856	244,127	12,271	5·3
New Zealand ...	163	215	52	31·9	788	1,008	220	27·9
Total ...	34,696	50,490	15,794	45·5	283,385	302,154	18,769	6·6

(2) EUROPE.

Country.	Wheat Area.				Population.			
	1901.	1911.	Increase or Decrease.	Per Cent.	1901.	1911.	Increase.	Per Cent.
	Thousands of Acres.				Thousands.			
Austria ...	2,612	3,001	+ 359	+ 13·6	26,204	28,568	2,364	9·0
Belgium ..	409	378	— 31	— 7·6	6,694	7,190	796	11·9
Bulgaria ...	2,039	2,762	+ 723	+ 35·5	3,789	4,317	528	13·9
France ...	16,781	15,638	— 1,143	— 6·8	38,962	39,602	640	1·6
Germany ...	3,906	4,876	+ 970	+ 24·8	56,806	61,926	8,120	14·3
Hungary ..	8,863	9,157	+ 294	+ 3·3	19,363	20,886	1,523	7·9
Netherlands ...	134	142	+ 8	+ 6·0	5,263	5,945	682	13·0
Roumania ..	1,042	4,768	+ 726	+ 18·0	6,001	7,087	1,086	18·1
Russia ...	49,589	63,726	+14,137	+ 28·5	107,458	135,859	28,401	26·4
Servia ...	753	955	+ 202	+ 26·8	2,537	2,912	375	14·8
Spain ...	9,168	9,702	+ 534	+ 5·8	18,608	19,589	981	5·3
Total ...	98,326	115,105	+16,779	+ 17·1	291,685	337,181	45,496	15·6

(3) OTHER FOREIGN COUNTRIES.

Country	Wheat Area.				Population.			
	1901.	1911.	Increase or Decrease.	Per Cent.	1901.	1911.	Increase.	Per Cent.
	Thousands of Acres.				Thousands.			
Algeria ...	3,231	3,303	+ 72	+ 2·2	4,739	5,564	825	17·4
Argentina ...	8,141	17,036	+ 8,895	+109·3	4,625	7,172	2,547	55·1
Japan ...	1,194	1,223	+ 29	+ 2·4	44,710	50,939	6,229	13·9
Siberia and Steppes ...	4,723	9,505	+ 4,782	+101·2	7,241	10,218	2,977	41·1
U. S. A. ...	49,896	49,543	— 353	— 0·7	77,647	93,793	16,146	20·8
Uruguay ...	723	798	+ 75	+ 10·4	965	1,132	167	17·3
Total ...	67,908	81,408	+13,500	+ 19·9	139,927	168,818	28,891	20·6

(4) SUMMARY TABLE.

Groups of Countries.	Wheat Area.				Population.			
	1901.	1911.	Increase.	Per Cent.	1901.	1911.	Increase.	Per Cent.
	Thousands of Acres.				Thousands.			
British Empire (5)	34,696	50,490	15,794	45·5	283,385	302,154	18,769	6·6
Europe (11)...	98,326	115,105	16,779	17·1	291,685	337,181	45,496	15·6
Others (6) ...	67,908	81,408	13,500	19·9	139,927	168,818	28,891	20·6
Total ...	200,930	247,003	46,073	22·9	714,997	808,153	93,156	13·0

(5) WHEAT EXPORTS TO THE UNITED KINGDOM, 1909-11, AS
PERCENTAGES OF TOTAL CROP OF COUNTRIES NAMED.

Average Exports to U.K., 1909-11.	Percentage of Total Crops.	Average Exports to U.K., 1909-11.	Percentage of Total Crops.
Millions of quarters.		Millions of quarters.	
Russia ... 5	5½%	Canada ... 4½	21%
United States		Argentina 4	21%
5 (nearly)	6 %	India ... 4	9%

(6) WHEAT ACRES PER 1,000 OF POPULATION.

	Acres.		Acres.
United Kingdom ...	43	Russia	469
Australia	1,670	Servia	328
Canada	1,440	Spain	495
New Zealand	214	Sweden	44
Austria	105	Algeria	594
Belgium	50	Argentina	2,375
Bulgaria	640	Chile	289
Denmark	38	Egypt	113
France	395	Japan	24
Germany	75	Mexico	114
Hungary... ..	438	Russia (in Asia) ...	658
Italy	338	Tunis	521
Netherlands	24	United States	528
Norway	5	Uruguay... ..	705
Roumania	673		

VIII.—THE SUGGESTED PREFERENCES.

(1) THE SUGGESTED PREFERENCE ON EXISTING DUTIES.

The chief goods on which import duties are already levied for revenue purposes are as follows:—Cocoa, coffee, dried fruits, condensed milk, sugar, spirits, wine, tobacco and tea.

The latest year for which a complete classification of these dutiable imports is available is 1911, and an analysis of them yields unmistakeable results. With regard to tea, which stands in a class by itself, it is important to note that the bulk of our imports—over 11 million £ out of a total of 13 million £—already comes from Imperial sources, and that half of the small remainder comes from one of our best customers, China. A preference on tea would, therefore, be useless to the Empire, which has become the main source of our supply in the best way, by the energy and initiative of our fellow-subjects.

Of all the other dutiable articles it is a significant feature that the British Empire produces only a small share, with the exception of rum, which is almost wholly a British product, though “imitation rum,” whatever that may be, is a Foreign, not an Imperial, product. Other spirits come almost exclusively from foreign countries. As regards wine, the Empire sends us a mere trifle, less than £200,000 out of a total

import of over 4 millions. Of tobacco, manufactured and unmanufactured, the Empire sends a quite insignificant amount—hardly worth separate mention, just over £100,000 out of nearly $5\frac{1}{2}$ million £'s worth. Of sugar, the Empire sends us 3 million £'s worth out of a total import of $26\frac{1}{2}$ million £.

Of the other less important dutiable imports, the same considerations hold good.

A preference on these articles would be useless to the Colonies, unless it caused a large transference from non-Imperial to Imperial sources. There is really no ground, at any rate no economic ground—which is after all the main ground—for supposing that any available preference would cause such a turnover. In Economics, it is no use expecting marvellous effects from insignificant causes.

(2) THE SUGGESTED PREFERENCE ON THE PROPOSED NEW DUTIES ON MANUFACTURED IMPORTS.

Our total import of manufactured articles ready for use is comparatively small, ranging from 45 to 50 million £'s worth. How this is divided between the Empire and Foreign Countries cannot be stated. The much wider category, "articles wholly or mainly manufactured," consists in the main of materials for further use in our manufactures. Its value in 1911 was over 165 million £, of which the Empire sent only 20 millions, of which no less than 8 millions were re-exported. For 1910 we can distribute this small import of articles, wholly or mainly manufactured, among the various parts of the Empire. Canada sent us $2\frac{1}{2}$ millions, Australia less than 4 millions. The other Self-governing Dominions contributed a mere trifle, the bulk of the remainder coming from India (5 million £) and the Straits Settlements ($5\frac{1}{2}$ million £).

IMPORTS OF MANUFACTURES, 1911.

(Imports less Re-exports.)

From Canada.				From Australia.			
			£				£
Dye-stuffs	...	...	3,100	Chemicals	...	...	20,000
Leather	...	...	324,000	Drugs	...	...	11,000
Machinery	...	...	75,000	Leather	...	...	227,000
Alcohol	...	...	14,000	Old Iron and Steel	...	...	2,000
Musical Instruments	...	...	22,000	Pig and Sheet Lead	...	...	595,000
Oil-seed Cake	...	...	57,000	Tin	...	...	383,000
Millboard, and similar articles	...	...	85,000	Other unwrought metal	...	...	4,000
Paper	...	...	56,000	Tallow	...	...	230,000
Wood-pulp for making paper	...	...	75,000	Copper, unwrought	...	...	453,000
Manufactures of Wood	...	...	68,000				
Cotton Manufactures	...	...	2,100				£1,925,000
Chemicals	...	...	61,000				
Drugs	...	...	2,300				
			<u>£844,800</u>				

Giving a liberal interpretation to the term “manufactures,” Canada sent us in 1911, in round figures, manufactures worth £900,000, nearly the whole being semi-manufactured articles, for further use in our own industries. From Australia the same liberal interpretation of the word gives a total of nearly 2 million £, but the exact character of these “manufactures” is obvious. From South Africa and New Zealand we import nothing worth speaking of in this class. The following is a classified summary of our imports from the four Dominions in 1911:—

Food-stuffs	...	...	...	...	41 $\frac{1}{4}$	£ millions.
Raw Materials	...	...	...	...	24	„
Drink and Tobacco	...	...	...	...	$\frac{1}{4}$	„
Manufactured goods which are raw material of industry (<i>e.g.</i> , copper, lead, leather and chemicals)	3	„
Other Manufactured Goods	$\frac{1}{2}$	„

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The objections to the granting of an Imperial Preference on existing import duties or on the proposed new duties on manufactures are therefore:—

- (1) It would be a breach with our existing Free Trade system—a sacrifice of an important principle.
- (2) It would be a useless sacrifice of principle, because the economic gain to the Colonies would be insignificant.
- (3) Moreover, it would be an irritating and possibly dangerous sacrifice of principle. The great Dominions at present understand and respect our devotion to Free Trade. They would neither understand us nor respect us, if, with a great flourish of trumpets, we announced our intention of promoting their economic welfare, and then gave them the useless and trifling gift of either or both of the above “preferences.” “If you are to give a Preference to the Colonies . . . you must put a tax on food.” A fair and really valuable preference would require a tax on raw materials. Both are out of the question, and it would be burning a town to light a candle to break with Free Trade for the purpose under discussion.

DIARY

OF

THE PRINCIPAL EVENTS

DURING THE LIBERAL ADMINISTRATION,

1905—13.

The Parliamentary proceedings recorded are those of the House of Commons, unless otherwise stated, and cover the period to the end of the Session of 1912-13.

The figures in parentheses denote majorities on divisions.

N.B.—The Diary Items are not Indexed.

1905.

- Dec. 4 Resignation of Mr. Balfour.
 „ 5 SIR HENRY CAMPBELL-BANNERMAN APPOINTED
 PRIME MINISTER.
 „ 11 Liberal Cabinet announced.

1906.

- Jan. 8 DISSOLUTION OF PARLIAMENT.
 „ 12 General Election. First polling day.
 Feb. 8 General Election. Eighteenth and last polling day.
 Result: Liberal and Labour, 429; Nationalists, 83;
 Unionists, 158. Government majority, 354.
 „ 13 Meeting of Parliament. Election of Mr. Speaker.
 „ 19 Formal Opening of Parliament by King Edward VII.
 Mch. 7 Sir Wm. Lever's Motion, Payment of Members, carried (238).
 „ 12 Sir James Kitson's Free Trade Motion carried (377).
 Apl. 2, 3 New Procedure Rules.
 „ 9 Education Bill introduced by Mr. Birrell.
 „ 30 Budget Statement by Chancellor of the Exchequer
 (Mr. Asquith).
 May 2 Plural Voting Bill introduced by Mr. Harcourt. First
 Reading carried (261). *Note 1, page 401.*
 „ 10 Education Bill. Second Reading (206).
 „ 14 Plural Voting Bill. Second Reading carried (308).
 „ 17 House of Lords. Aliens Bill rejected on Second Reading (72).
Note 2, page 401.
 July 30 Education Bill. Third Reading (192).
 „ 31 Transvaal Constitution. Statements by Lord Elgin and
 Mr. Churchill. Mr. Balfour's attitude. *Note 3, page 401.*
 Aug. 4 Adjournment until Autumn (October 23rd).
 Dec. 3 Plural Voting Bill. Third Reading, Sir Henry Kimber's
 Amendment for its rejection being lost (229).

- Dec. 10 Education Bill. Lords' Amendments.
House of Lords. Plurim Voting Bill rejected on Lord St.
Aldwyn's Amendment, Second Reading (100).
- „ 11 Education Bill—Prime Minister's Motion for putting Lords'
Amendments *en bloc* carried (228).
- „ 12 Education Bill—Lords' Amendments rejected (309).
- „ 13 Workmen's Compensation Bill. Third Reading. *Note 4,*
page 401.
- „ 17 South African Constitution. Mr. Churchill's Resolution
agreed to. *Note 5, page 402.*
- „ 19 House of Lords. Education Bill. Lord Lansdowne's Motion
of adherence to Lords' Amendments carried (80).
Land Tenure Bill. Third Reading.
Workmen's Compensation Bill. Third Reading.
Trade Disputes Bill. Commons' Amendments to Lords'
Amendments agreed to. *Note 6, page 402.*
- „ 20 Education Bill. Order for Bill discharged. *Note 7,*
page 402.
- „ 21 Parliament prorogued.

1907.

- Feb. 12 Formal Opening of Parliament by King Edward VII.
- „ 22 Deceased Wife's Sister Bill. Second Reading carried (229).
- Mch. 20 New Procedure Rules, &c. House adjourned at 5.30 p.m. on
March 21st, sitting lasting 26½ hours.
- „ 25 }
„ 26 }
Apl. 11 } New Procedure Rules.
„ 15 }
„ 16 }
- „ 18 Budget Statement by Chancellor of Exchequer (Mr Asquith).
Note 8, page 402.
- „ 23 Territorial and Reserve Forces Bill. Second Reading
carried (312).
- „ 30 Small Landholders (Scotland) Bill. Second Reading (239).
- May 6, 7 House of Lords. Lords Reform, Debate on Lord Newton's
Bill (Bill withdrawn). Select Committee appointed.
Note 9, page 403.
- „ 7 Irish Council Bill. First Reading carried (295).
- „ 21 Irish Nationalist Convention in Dublin. Mr. Redmond's
Motion for rejection of Irish Council Bill carried
unanimously.
- „ 27 Small Holdings and Allotments Bill. First Reading.
- June 19 Territorial and Reserve Forces Bill. Third Reading carried
(223).
- „ 24 House of Lords' Resolution moved by Prime Minister.
Note 10, page 404.
- „ 25 House of Lords' Resolution. Debate continued.
- „ 26 „ „ „ „ carried (285).
- July 10 Land Values (Scotland) Bill. Second Reading carried (218).

1907.

- July 15 Colonial Preference. Mr. Lyttelton's Vote of Censure rejected (292).
- Aug. 9 Small Landholders (Scotland) Bill. Third Reading carried (127).
- „ 14 Deceased Wife's Sister Bill. Third Reading carried.
- „ 20 Land Values (Scotland) Bill. Third Reading carried (139).
- „ 22 Small Landholders (Scotland) Bill withdrawn in consequence of Lords' attitude.
- „ 24 House of Lords. Small Holdings and Allotments Bill. Third Reading carried.
- „ 26 House of Lords. Deceased Wife's Sister Bill. Third Reading carried (44).
- House of Lords. Land Values (Scotland) Bill. Second Reading rejected (87).
- „ 28 Parliament prorogued.
- Nov. 3 Meeting of Railwaymen in the Albert Hall.
- „ 6 Settlement of Railway Dispute as the result of the intervention of the President of the Board of Trade.

1908.

- Jan. 29 Formal Opening of Parliament by King Edward VII.
- Feb. 18 Small Landholders (Scotland) Bill. Second Reading carried (244).
- „ 19 Land Values (Scotland) Bill. Second Reading carried.
- „ 20 Coal Mines (Eight Hours) Bill introduced by Mr. (Lord) Gladstone.
- „ 24 Education Bill. First Reading.
- „ 25 Small Landholders (Scotland) Bill. Third Reading carried (257).
- „ 26 Land Values (Scotland) Bill. Third Reading carried (257).
- „ 27 Licensing Bill introduced and read a first time. *See page 103.*
- March 11 House of Lords. Small Landholders (Scotland) Bill rejected on Second Reading (120).
- „ 26 Housing and Town Planning Bill. First Reading.
- „ 30 Mr. Redmond's Home Rule Resolution carried (156).
- „ 31 Irish University Education Bill introduced.
- Mr. (Sir) Alfred Mond's Fiscal Motion carried (189).
- April 1 Children Bill. Second Reading.
- „ 2 Port of London Bill introduced and read a first time.
- „ 5 RESIGNATION OF SIR HENRY CAMPBELL-BANNERMAN.
- Mr. Asquith sent for by King Edward VII.
- „ 6 House adjourned.
- „ 8 MR. ASQUITH APPOINTED PRIME MINISTER.
- „ 22 Death of Sir Henry Campbell-Bannerman.
- May 4 Licensing Bill. Second Reading carried (246).
- „ 7 Budget Statement by the Prime Minister (Mr. Asquith). Old Age Pensions scheme detailed.
- „ 11 Irish Universities Bill. Second Reading carried (313).
- „ 20 Education Bill. Second Reading carried (165). *See page 73.*
- „ 27 Old Age Pensions. Financial Resolutions.

- May 28 Old Age Pensions Bill. First Reading.
June 16 Old Age Pensions Bill. Second Reading. *Note 11, page 404.*
July 9 Old Age Pensions Bill. Third Reading carried (305). *Note 12, page 404.*
„ 20 House of Lords. Old Age Pensions Bill. Second Reading carried (107). *Note 13, page 404.*
Licensing Bill in Committee.
„ 23 Deputation of Welsh Members and representatives of the Free Churches of Wales to Mr. Asquith on Welsh Disestablishment.
„ 25 Irish Universities Bill. Third Reading carried (188).
„ 28 House of Lords. Old Age Pensions Bill amended in Committee.
„ 30 House of Lords. Old Age Pensions Bill. Third Reading.
„ 31 Old Age Pensions Bill. Lords' Amendments of substance rejected, four on the ground of privilege.
Aug. 1 OLD AGE PENSIONS ACT. ROYAL ASSENT.
Adjournment until October 12th.
Nov. 20 Licensing Bill. Third Reading carried (237).
„ 24 Conference of Unionist Peers at Lansdowne House. Decision to reject Licensing Bill.
„ 27 House of Lords. Licensing Bill rejected on Second Reading (176). *Note 14, page 404.*
„ 30 House of Lords. Children Bill. Third Reading.
Dec. 7 Education (No. 2) Bill. Motion for withdrawal (Mr. Asquith).
„ 11 Mr. Asquith on Lords' Veto. *Note 15, page 405.*
„ 14 Coal Mines (Eight Hours) Bill. Third Reading carried (175).
„ 21 Children Act and Coal Mines (Eight Hours) Act. Royal Assent.
Parliament prorogued.

1909.

- Jan. 1 Old Age Pensions became payable.
Feb. 16 Formal Opening of Parliament by King Edward VII.
Mch. 29 Naval Policy. Mr. Lee's Vote of Censure lost (218). *Note 16, page 405.*
Apl. 21 Welsh Disestablishment Bill introduced by Mr. Asquith.
„ 28 Trade Boards Bill. Second Reading.
„ 29 Budget Statement by Chancellor of Exchequer (Mr. Lloyd George). *See pages 287 and 259.*
May 20 Labour Exchanges Bill introduced by Mr. Churchill.
„ 25 Indian Councils Act. Royal Assent.
„ 26 Finance Bill introduced by Mr. Lloyd George.
June 10 Finance Bill. Second Reading, Mr. Austen Chamberlain's Amendment being rejected after 4 days' debate (157).
July 18 The Premiers of Cape Colony, Natal, Transvaal and Orange River Colony arrived in London to discuss the South African Constitution Bill with the Government.
„ 28 New Procedure Rules.
Aug. 4 House of Lords. South Africa Bill. Third Reading.

1909.

- Aug. 19 South Africa Bill. Third Reading.
 Sept. 6 Development Bill. Second Reading.
 „ 10 Housing and Town Planning Bill. Third Reading.
 „ 20 SOUTH AFRICA ACT RECEIVED ROYAL ASSENT.
 Labour Exchanges Act. Royal Assent.
 Oct. 20 Trade Boards Act. Royal Assent.
 Nov. 4 Finance Bill. Third Reading. Mr. Austen Chamberlain's
 Motion for rejection lost (230).
 „ 8 House of Lords. London Elections Bill rejected on Second
 Reading (117). *Note 17, page 405.*
 „ 22 House of Lords. Finance Bill. Lord Lansdowne's Amend-
 ment for Rejection. *Note 19, page 406.*
 „ 30 HOUSE OF LORDS. FINANCE BILL. Second Reading.
 LORD LANSDOWNE'S AMENDMENT FOR RE-
 JECTION CARRIED (275). *Note 18, page 405.*
 Dec. 2 Mr. Asquith's Resolution as to Lords and Finance Bill
 carried (215). *Note 20, page 406.*
 „ 10 Mr. Asquith's Albert Hall pledge with regard to the House
 of Lords. *Note 21, page 406.*
 „ 22 Mr. (Lord) Gladstone appointed first Governor-General of
 South Africa.

1910.

- Jan. 10 DISSOLUTION OF PARLIAMENT.
 „ 14 } General Election.
 to } Result: Liberals, 275; Labour, 40; Nationalists, 82;
 Feb. 10 } Unionists, 273. Government majority, 124.
 Feb. 15 Meeting of Parliament. Election of Mr. Speaker.
 „ 21 Opening of Parliament by King Edward VII.
 „ 28 The last batch of Chinese Labourers left the Rand.
 Mch. 14 } House of Lords. Lord Rosebery's Motion for House of
 to } Lords' Reform agreed to (17th). *Note 22, page 406.*
 „ 17 }
 „ 21 House of Lords. Lord Rosebery's Resolutions.
 „ 22 House of Lords. Lord Rosebery's Resolution on the Heredi-
 tary Principle carried (158).
 „ 29 } Mr. Asquith's Resolutions on Powers of House of Lords.
 to } 9½ days' debate. *Note 23, page 406.*
 Apl. 14 }
 Money Bills Resolution carried, April 7 (102).
 Veto Resolution carried, April 14 (105).
 Quinquennial Parliament Resolution carried, April 14 (98).
 Apl. 14 Parliament Bill, founded upon above Resolutions, introduced
 and read a first time.
 „ 20 Budget of 1909. Resolutions carried.
 Finance Bill of 1909 read a first time.
 „ 25 House of Lords. Reform of that House. Lord Wemyss's
 Motion.
 Finance Bill of 1909. Second Reading carried (86).
 „ 27 Finance Bill of 1909. Third Reading carried (93).

- Apl. 28 FINANCE BILL OF 1909 PASSED THROUGH ALL ITS STAGES IN HOUSE OF LORDS.
- May 6 DEATH OF KING EDWARD VII.
ACCESSION OF KING GEORGE V.
- „ 7 Accession Council of the King.
Meeting of Parliament.
- „ 9 Proclamation of King George V.
- „ 11 Addresses to the King and to the Queen Mother from both Houses
- „ 17 }
to } Funeral of King Edward VII.
„ 20 }
- June 15 Select Committee on Civil List appointed.
- „ 17 First Meeting of the Conference on the Constitutional Question. *Note 24, page 407.*
- „ 30 Budget Statement by Mr. Lloyd George.
- July 4 Shop Hours Bill introduced.
- „ 22 Civil List Resolutions.
Regency Bill. Third Reading.
- „ 27 House of Lords. Regency Bill. Second Reading carried.
Accession Declaration Bill. Second Reading carried (326).
Note 25, page 408.
- „ 28 Civil List Bill. Third Reading.
- Aug. 2 House of Lords. Civil List Bill. Third Reading.
- „ „ Accession Declaration Bill. Third Reading.
- „ 3 Adjournment for Autumn Recess (until November 15).
- Nov. 4 OPENING OF THE FIRST PARLIAMENT OF UNITED SOUTH AFRICA.
- „ 10 Final Meeting of the Conference. Announcement of Failure to reach a Settlement.
- „ 15 House of Lords. Parliament Bill. Notice of Motion by Lord Lansdowne. *Note 26, page 408.*
- „ 16 House of Lords. Lord Lansdowne's Motion agreed to.
Parliament Bill. First Reading.
- „ 17 „ „ Lord Rosebery's Resolution on Composition of House agreed to *nem. con.* *Note 27, page 408.*
- „ 18 Impending Dissolution of Parliament—Statements by Mr. Asquith and Lord Crewe.
- „ 21 House of Lords. Parliament Bill. Second Reading. Lord Lansdowne's Adjournment Motion agreed to.
Removal of Poor Relief Disqualification for Old Age Pensions. Supplementary Estimate agreed to.
- „ 23 House of Lords. Lord Lansdowne's Reform Resolutions.
Note 28, page 409.
- „ 24 House of Lords. Finance Bill (No. 2) passed.
„ „ Lord Lansdowne's Resolutions on Relations of the two Houses agreed to *nem. con.*
- „ 28 Parliament prorogued.
DISSOLUTION OF PARLIAMENT.
- Dec. 2 } General Election. Result: Liberals, 272; Labour, 42;
to } Nationalists, 84; Unionists, 272. Government majority,
„ 19 } 126; "British" majority, 60.

1911.

- Jan. 31 Meeting of Parliament. Election of Mr. Speaker.
- Feb. 6 Opening of Parliament by King George V.
- „ 21 Parliament Bill again introduced by Mr. Asquith.
- „ 22 Parliament Bill. First Reading carried (124).
- Mar. 2 Parliament Bill. Second Reading carried (125).
- April 4 }
to } Parliament Bill. Committee. Bill reported (118).
- May 3 }
- May 4 National Insurance Bill introduced by Mr. Lloyd George, and read a first time.
- „ 8 Mr. Cave's Referendum Amendment to Parliament Bill defeated (99).
House of Lords. Lord Lansdowne's House of Lords' Reconstitution Bill introduced and read a first time. *Note 29, page 409.*
- „ 10 Parliament Bill. Report stage concluded.
- „ 15 Parliament Bill. Third Reading carried (121).
- „ 16 Budget Statement by Mr. Lloyd George.
- „ 22 House of Lords. Reconstitution Bill. Second Reading.
- „ 24 Trade Unions Bill introduced and read a first time.
- „ 29 National Insurance Bill read a second time without a division.
House of Lords. Parliament Bill read a second time without a division. "Grave amendments" indicated.
- June 22 CORONATION OF THEIR MAJESTIES
KING GEORGE V. AND QUEEN MARY.
- „ 28 House of Lords, in Committee, amended the Parliament Bill in vital particulars, strengthening rather than diminishing the powers of the Peers.
- July 5 National Insurance Bill in Committee.
House of Lords. Lord Lansdowne's Referendum Amendment to Parliament Bill carried (207). *Note 30, page 410.*
- „ 20 House of Lords. Parliament Bill, as amended. Third Reading. Lord Lansdowne's statement. *Note 31, page 410.*
- „ 21 Conference of Unionist Peers at Lansdowne House to consider Parliament Bill. Meeting broke up without coming to a decision.
- „ 22 Publication of letter from Mr. Asquith (dated July 20th), intimating to Mr. Balfour and Lord Lansdowne that the Government intended the Parliament Bill to pass unaltered, if necessary by the exercise of the Royal Prerogative. *Note 32, page 410.*
- „ 24 Parliament Bill. Lords' Amendments. Prime Minister refused a hearing by the Opposition. Speeches by Mr. Balfour and Sir Edward Grey. House adjourned by Speaker on account of "grave disorder." [Lord Lansdowne and Mr. Balfour wrote letters advising the Peers to acquiesce in the Bill.]

- July 25 Section of Unionist Peers, under the leadership of Lord Halsbury, decided to vote against the Bill.
- Aug. 7 Creation of Peers. Mr. Balfour's Vote of Censure rejected (119). *Note 33, page 411.*
- „ 8 House of Lords. Vote of Censure carried (214). Parliament Bill. Lords' Amendments—those which did not injure the principle of the Bill accepted; the others rejected.
- „ 9 House of Lords. Parliament Bill. Commons' Amendments to Lords' Amendments.
- „ 10 House of Lords. On Lord Morley's Motion, LORD LANSDOWNE'S REFERENDUM AMENDMENT NOT INSISTED ON BY 131 to 114. *Note 34, page 411.*
- Payment of Members. Mr. Lloyd George's Resolution carried (98).
- „ 18 ROYAL ASSENT TO PARLIAMENT ACT.
- „ 22 Railway Strike. Appointment of Commission. Adjournment to October 24.
- Nov. 8 Announcement by Mr. Balfour of his resignation of the Leadership of the Unionist Party.
- „ 13 Election of Mr. Bonar Law as Leader of the Opposition in the House of Commons.
- „ 21 National Insurance Bill. Conclusion of Committee stage, 29 days.
- „ 22 Discussion on Railway Commission Report.
- Dec. 6 National Insurance Bill. Third Reading carried (303), Mr. Forster's Amendment being rejected (97). *Notes 35 and 36, page 412.*
- „ 12 House of Lords. The King's announcement as to the Capital of India.
- „ 16 House of Lords. ROYAL ASSENT TO NATIONAL INSURANCE ACT.
- Parliament prorogued.

1912-13.

- Feb. 14 Opening of Parliament by King George V.
- „ 20 Coal Strike. Mine Owners and Men invited by Mr. Asquith to confer with the Government. *See page 241.*
- „ 22 Separate Conferences commenced of Owners and Men with the Government.
- „ 27 Government submits proposals for settlement.
- „ 28 Owners in some areas accepted, others rejected proposals.
- „ 29 Mr. Asquith addressed Miners' Conference. Expiry of Strike Notices.
- Mch. 1 Conference suspended by the Government.
- „ 12 Negotiations resumed by Joint Conferences of the Government, Owners and Men.
- „ 15 Joint Conferences broken off by the Government.

1912.

- Mch. 19 Coal Mines (Minimum Wage) Bill introduced by Mr. Asquith and read a first time. *Note 37, page 412.*
- „ 21 Coal Mines (Minimum Wage) Bill. Second Reading, Mr. Balfour's Motion for Rejection being defeated (123).
- „ 26 Coal Mines (Minimum Wage) Bill. Third Reading carried (165).
- „ 29 Royal Assent to Coal Mines (Minimum Wage) Act.
- April 2 Budget Statement by Mr. Lloyd George.
- „ 11 Home Rule Bill introduced by Mr. Asquith. *Notes 38 and 39, pages 413 and 414.*
- „ 16 Home Rule Bill read a first time (94).
- „ 22 Government of India Bill. Second Reading.
- „ 23 Welsh Disestablishment Bill introduced by Mr. McKenna.
- „ 25 Welsh Disestablishment Bill. First Reading carried (78).
- May 9 Home Rule Bill read a second time, Mr. Long's Rejection Motion being lost (101). *Note 40, page 414.*
- „ 16 Welsh Disestablishment Bill read a second time, Mr. F. E. Smith's Rejection Motion being lost (81).
- June 12 Mr. A. Chamberlain's Vote of Censure (Protection of Workmen) lost (77).
- July 12 Franchise and Registration Bill read a second time, Mr. Pretymann's Rejection Motion being lost (72).
- „ 27 Mr. Bonar Law at Blenheim on Ulster and Home Rule. *Note 41, page 414.*
- Aug. 6 Trade Unions (No. 2) Bill read a second time, Mr. Salter's Rejection Motion being lost (100).
- „ 7 Adjournment to October 7th.
- Sep. 28 The Ulster Covenant signed. *Note 42, page 415.*
- Oct. 9 Temperance (Scotland) Bill. Third Reading (157). *See page 213 as to subsequent proceedings in both Houses.*
- „ 10 Home Rule Bill. Allocation of Time Motion. Mr. Bonar Law's Amendment rejected (91).
- „ 14 Home Rule Bill. Allocation of Time Motion carried (103).
- Nov. 11 Home Rule Bill. Report of Financial Resolution (No. 1). Government defeated, Sir Frederick Banbury's Amendment being carried (22)
- „ 12 Mr. Asquith's Statement on the Government defeat.
- „ 13 Mr. Asquith's rescinding Resolution. Mr. Speaker adjourns House on account of "grave disorder" on the part of the Opposition.
- „ 14 The Government's Defeat. Adjournment until November 18th at Mr. Speaker's suggestion.
- „ 18 Home Rule Bill. Financial Resolution (No. 1) negatived.
- „ 19, 20 Home Rule Bill. New Financial Resolution passed.

1913.

- Jan. 16 Home Rule Bill. Third Reading (110). Mr. Balfour's Rejection Motion defeated (110).
- „ 27 Franchise and Registration Bill. Mr. Speaker's Ruling. Mr. Asquith's withdrawal Motion agreed to,

Jan.	30	House of Lords. Home Rule Bill rejected on Second Reading (257).
Feb.	5	Welsh Disestablishment Bill read a third time, Mr. Lyttelton's Rejection Motion being defeated (107).
	13	House of Lords. Welsh Disestablishment Bill rejected on Second Reading (201).
Mch.	7	Parliament prorogued.

BILLS IN PROGRESS UNDER THE PARLIAMENT ACT.

				<i>Earliest possible date for reaching the Statute Book under Section 2 (1) of Parliament Act.</i>
Temperance (Scotland) Bill	...	...	...	April 1st, 1914.
Irish Home Rule Bill	...	...	...	May 9th, 1914.
Welsh Disestablishment Bill	...	...	...	May 16th, 1914.

DIARY NOTES.

1906.

Note 1.—**Mr. Harcourt's Plural Voting Bill** (May 2nd), provided that no man should vote in more than one constituency in the same year; left the voter all his qualifications, and allowed him to select which qualification he would exercise during the ensuing year.

Note 2.—**Mr. O'Grady's Aliens Bill** provided that an Alien was to be excluded if he were brought into the United Kingdom under contract to take, or with the intention of taking, the place of a workman during a trade dispute. The Bill passed through all its stages with the unanimous consent of the House of Commons, but was rejected in the House of Lords because the Government had not taken the Bill up.

Note 3.—**Mr. Balfour on the Transvaal Constitution** (House of Commons, July 31st):—

“No human being ever thought of such an experiment before—that of giving to a population equal to, and far more homogeneous than, our own, absolute control of everything, civil and military. There is nothing to prevent the country making every preparation, constitutionally, quietly, without external interference, for a new war I am astonished that any Government or any party that cherished the British connection in the Transvaal should desire so audacious an experiment to be tried. What security does he (Sir Rufus Isaacs) see that this absolute power given to the Transvaal will not be used to establish a condition of things which may make some future action against this country possible, probable, and dangerous? I see no such security, and because I see no security against this danger, I refuse to accept the invitation so kindly offered to us by the Under-Secretary for the Colonies that we on this side should make ourselves responsible with the Government for what I regard as the most reckless experiment ever tried in the development of a great Colonial policy.”

Note 4.—**Workmen's Compensation Bill.** This Bill added about six million persons to those already entitled to compensation, including workers in workshops and transport service, clerks with salaries under £250 a year, fishermen, builders, seamen and shipmasters, shop assistants, postmen and domestic servants; it reduced the period of disablement entitling to compensation from a fortnight to a week; and it extended the compensation to injuries caused by certain industrial diseases. The compensation paid in the seven great groups of industries for which records are available (shipping, factories, docks, mines, quarries, constructional work and railways) amounted to £2,274,238 in 1909, £2,700,325 in 1910, and £3,056,404 in 1911, making a total for the three years of £8,030,967. The number of employed persons coming within the provisions of the Act in 1911 was 7,305,997. In that year, compensation was paid in 4,021 cases of death and in 419,031 cases of disablement. The average payment in case of death was £154, and in case of disablement, £5 16s. (*Cd. 6,493, 6½d.*)

Note 5.—**Transvaal Constitution.** Mr. Churchill's motion :—

"That this House approves the grant of constitutions conferring responsible government upon the peoples of the Transvaal and Orange River Colonies."

Note 6.—**Trade Disputes Bill.** Lord Lansdowne in the House of Lords on Second Reading (December 4th):—

"We are passing through a period when it is necessary for the House of Lords to move with great caution. Conflicts and controversies may be inevitable. Let your Lordships, as far as you are able, be sure that, if you are to join issue, you do so upon ground which is as favourable as possible to yourselves. In this case the ground is unfavourable."

Note 7.—**Education Bill—Lords and Commons.** Sir Henry Campbell-Bannerman's speech in the House of Commons (December 20th):—

"It is plainly intolerable that a Second Chamber should, while one party in the State is in power, be its willing servant, and when that party has received unmistakable and emphatic condemnation by the country, be able itself to neutralise and thwart and distort the policy which the electors have approved. That is a state of things to which for the nonce we must submit. A settlement of this grave question of education has been prevented, and for that calamity we know, and the country knows, upon whom the responsibility lies. But the resources of the British Constitution are not wholly exhausted. The resources of the House of Commons are not exhausted, and I say with conviction that a way must be found, and a way will be found, by which the will of the people, expressed through their elected representatives in this House, will be made to prevail."

1907.

Note 8.—**Mr. Asquith on Finance and Social Reform in his Budget Statement** (April 18th). "It is, I think, a mistake to treat the annual Budget as if it were a thing by itself, and not, as it is, or as it certainly ought to be, an integral part and a necessary link in a connected and coherent chain of policy. In my opinion . . . the country has reached a stage in which, whether we look merely at its fiscal or at its social exigencies, we cannot afford to drift along the stream and treat each year's finance as if it were self-contained. The Chancellor of the Exchequer, in other words, ought to budget, not for one year, but for several years. . . ."

"What, then, are the lines for financial progress which this Government, and a majority in this House, are bound by their pledges and by their convictions to pursue? First and foremost, we are under an immediate obligation, often insisted upon when we sat upon the other side in the last Parliament, and reiterated certainly by me over and over at the General Election after I had assumed the office of Chancellor of the Exchequer, an immediate obligation of reinstating and improving the national credit. . . ."

"But behind and beyond this there lies the whole still unconquered territory of social reform. Social reform may be regarded, according to

the point of view from which you look at it, as a luxury or as a necessity, but in any case it is expensive. It has to be paid for. Someone must be prepared to meet the bill. Well, now, this is a House of Commons which was elected more clearly and definitely than any other House in our history in the hope and belief on the part of the electors that it would find the road and provide the means for social reform. . . .

"There is another thing nearer the other end of the journey of life, which makes an equally strong, though hitherto an unavailing, appeal both to the interest and to the conscience of society—I mean the figure of the man or woman who, perhaps, spent out with a life of ill-requited labour, find themselves confronted in old age, without fault or demerit of their own, with the prospect of physical want and the sacrifice of self-respect. . . .

"Whatever is done in this matter, as I have said before in this House, must be done by steps and stages, and cannot be achieved at a single blow. But this I do say, and I wish to say it with all the emphasis of which I am capable, speaking for the whole of my colleagues who sit upon this bench, that, in the sphere of finance, we regard this as the most serious and the most urgent of all the demands for social reform."

Note 9.—House of Lords Reform. Lord Newton's proposals "to reduce the preponderance of the hereditary elements in the House of Lords," are summarised in the *Liberal Magazine*, April, 1907, pp. 184–5. Lord Cawdor moved the following resolution, May 6th:—

"That a Select Committee be appointed to consider the suggestions which have from time to time been made for increasing the efficiency of the House of Lords in matters affecting legislation, and to report as to the desirability of adopting them, either in their original or in some modified form."

To which Lord Crewe moved an amendment:—

"To leave out all the words after the word 'That,' and to insert the words 'in the opinion of this House, it is not expedient to proceed with the discussion of various proposals for reforming the constitution of this House until provision has been made for an effective method of settling differences which may arise between this House and the other House of Parliament.'"

Lord Newton withdrew his Bill on an assurance that its proposals would be considered by the Select Committee. Lord Crewe's amendment was defeated (152). The order of reference for this Select Committee was agreed to on January 30th, 1908, and the Committee's report was issued late that year. Its conclusions are summarised in the *Liberal Magazine* of January, 1909, pp. 747–9. Briefly, it suggested that the new House of Lords should consist of:—

Representatives of the hereditary peerage	...	200
Representatives of Spiritual Lords of Parliament		10
Representatives of the Colonies	... ..	4
Qualified hereditary peers	... ..	130
Life peers	... ..	45
		<hr/>
		389
		<hr/>

Note 10.—**Sir Henry Campbell-Bannerman's Resolution** (June 24th–26th):—

“That, in order to give effect to the will of the people as expressed by their elected representatives, it is necessary that the power of the other House to alter or reject Bills passed by this House should be so restricted by law as to secure that within the limits of a single Parliament the final decision of the Commons shall prevail.”

The outline of Sir Henry Campbell-Bannerman's proposals will be found in the Parliamentary Debates, June 24th, 1907, vol. 176, col. 921.

1908.

Note 11.—**Old Age Pensions Bill. Second Reading** (June 16th):—

	For.	Against.	Absent.
Liberals and Labour	325	2	64
L.R.C. Members and Socialist ...	30	—	2
Nationalists	22	—	61
Unionists	42	29	91

Of the Front Opposition Bench, one voted for the Bill, three against, and nineteen abstained from voting.

Note 12.—**Old Age Pensions Bill. Third Reading** (July 9th):—

For ... 317 Liberals and Labour 258; Nationalists 47; Unionists 12.

Against ... 12 11 Unionists and Mr. Harold Cox.
140 Unionists did not vote.

Note 13.—**Lord Lansdowne on Old Age Pensions** (House of Lords, July 20th):—

“This Bill will cost the nation as much as a great war would cost. . . . This measure, I am much afraid, is one which will weaken the moral fibre of the nation and diminish the self-respect of our people.

“The wiser course is to throw upon His Majesty's Government the sole and entire responsibility for a measure which we regard with great apprehension, and which, we fear, may have far-reaching and disastrous effects upon the future of this country.”

Note 14.—**Licensing Bill.** The proceedings in the House of Commons occupied 30½ days, or fully six weeks of Parliamentary time:—

	For.	Against.	Majority.
Second Reading Division ...	394	148	246
Third Reading Division ...	350	113	237

A Motion for the rejection of the Bill upon Second Reading was carried in the House of Lords on November 27th by 272 to 96, majority 176. The fate of the Bill was determined at Lansdowne

House—"a famous house in a famous square"—on November 24th. The amount of time devoted by the Lords *in their own Chamber* to the consideration and rejection of this important Government measure was about 20 hours.

Note 15.—**Mr. Asquith at the National Liberal Club** (December 11th):—

"I invite the Liberal Party to-night to treat the veto of the House of Lords as the dominating issue in politics—the dominating issue, because in the long run it overshadows and absorbs every other."

1909.

Note 16.—**Mr. Lee's Vote of Censure. Navy** (March 29th):—

"That, in the opinion of this House, the declared policy of His Majesty's Government respecting the immediate provision of battleships of the newest type does not sufficiently secure the safety of the Empire."

Note 17.—**London Elections Bill.**—Introduced by Mr. Harecourt in the House of Commons. Its main proposal was to constitute London a single Parliamentary Borough. Among the advantages which this change would have brought about were:—(1) Qualification by successive occupation; (2) abolition of plural voting; (3) all London elections on the same day; (4) extension of the area for residential qualification:—

House of Commons:—

Second Reading, June 4th, 1909	140 to 46 ..	Majority 94
Third Reading, October 18th	161 to 29 ..	Majority 132

In the House of Lords upon Second Reading (November 8th), the Bill was defeated by 117.

Note 18.—**Finance Bill.**—Division on Lord Lansdowne's Rejection Motion:—

For the Motion.

17 Dukes.
16 Marquises.
102 Earls.
21 Viscounts.
1 Bishop.
193 Barons.

350

Against.

Lord Chancellor.
Archbishop of York.
2 Marquises.
9 Earls.
6 Viscounts.
3 Bishops.
53 Barons.

75

Majority for Rejection—275.

Note 19.—**Lord Lansdowne's Motion on Finance Bill** (November 22nd):—

“That this House is not justified in giving its consent to this Bill until it has been submitted to the judgment of the country.”

Note 20.—**House of Lords and Rejection of Finance Bill.**—Mr. Asquith's Motion in the House of Commons (December 2nd):—

“That the action of the House of Lords in refusing to pass into law the financial provision made by this House for the service of the year is a breach of the Constitution and a usurpation of the rights of the Commons.”

Note 21.—**Mr. Asquith's Albert Hall Speech and Pledge**, (December 10th):—

“I tell you in the name and on behalf of the Liberal Party that we have at this moment laid upon us a single task, a task which dominates and transcends, because it embraces and involves, every great and beneficent social and political change upon which our hearts are set. That task is to vindicate and establish upon an unshakable foundation the principle of representative government.

“I tell you quite plainly, and I tell my fellow countrymen outside, that neither I nor any other Liberal Minister supported by a majority of the House of Commons is going to submit again to the rebuffs and the humiliations of the last four years. We shall not assume office, and we shall not hold office unless we can secure the safeguards which experience shows us to be necessary for the legislative utility and honour of the party of progress.”

1910.

Note 22.—**Lord Rosebery's Resolutions for Reform of the House of Lords** (March 14th–29th):—

“(1) That a strong and efficient Second Chamber is not merely an integral part of the British Constitution, but is necessary to the well-being of the State and to the balance of Parliament.

“(2) That such a Chamber can best be obtained by the reform and reconstitution of the House of Lords.

“(3) That a necessary preliminary of such reform and reconstitution is the acceptance of the principle that the possession of a Peerage should no longer of itself give the right to sit and vote in the House of Lords.”

Note 23.—**Mr. Asquith's Veto Resolutions** (March 29th):—
(1) **MONEY BILLS.**

“That it is expedient that the House of Lords be disabled by law from rejecting or amending a Money Bill, and that any such limitation by law shall not be taken to diminish or qualify the existing rights and privileges of the House of Commons.

“For the purposes of this resolution a Bill shall be considered a Money Bill if, in the opinion of the Speaker, it contains only provisions dealing with all or any of the following subjects, viz., the imposition, repeal, remission, alteration, or the regulation of taxation, charges on the Consolidated Funds, or provision of money by Parliament; Supply; the Appropriation, control, regulation of public money; raising or guarantee-

ing of any loan or the repayment thereof ; or matters incidental to those subjects or any of them.”—(*Carried by 339 to 227, April 7th, 1910.*)

(2) BILLS OTHER THAN MONEY BILLS.

“That it is expedient that the powers of the House of Lords as respects Bills other than Money Bills be restricted by law, so that any such Bill which has passed the House of Commons in three successive Sessions, and having been sent up to the House of Lords at least one month before the end of the Session has been rejected by that House in each of these Sessions, shall become law without the consent of the House of Lords, on the Royal Assent being declared ; provided that at least two years shall have elapsed between the date of the first introduction of the Bill in the House of Commons and the date on which it passes the House of Commons for the third time.

“For the purposes of this resolution a Bill shall be treated as rejected by the House of Lords if it has not been passed by the House of Lords either without amendment or with such amendments only as may be agreed upon by both Houses.”—(*Carried by 351 to 246, April 14th, 1910.*)

(3) DURATION OF PARLIAMENT.

“That it is expedient to limit the duration of Parliament to five years.”—(*Carried by 334 to 236, April 14th, 1910.*)

Note 24.—The Constitutional Conference:—

The continuance of the Constitutional struggle at the beginning of a new Reign was repugnant to all Parties, and on June 17th the first meeting of the Conference took place at 10, Downing Street, between—

<i>Ministers:</i>	<i>Opposition Leaders:</i>
Mr. Asquith	Mr. Balfour
Lord Crewe	Lord Lansdowne
Mr. Lloyd George	Mr. Austen Chamberlain
Mr. Birrell	Lord Cawdor

to ascertain whether any agreement by consent could be discovered.

On July 29th, Mr. Asquith made the following statement in the House of Commons:—

“The representatives of the Government and the Opposition have held twelve meetings, and have carefully surveyed a large part of the field of controversy. The result is that our discussions have made such progress, although we have not so far reached an agreement, as to render it in the opinion of all of us not only desirable, but necessary, that they should continue. In fact, I may go further, and say that we should think it wrong at this stage to break them off. There is no question of their indefinite continuance, and if we find, as a result of our further deliberation during the recess, that there is no prospect of an agreement that can be announced to Parliament in the course of the present session, we shall bring the Conference to a close.”

Mr. Balfour, in a speech at Edinburgh, on October 5th, referred to the Conference in these terms:—

“I utter my deliberate opinion when I say that whatever be the measure of success which attends the sincere efforts of all of the eight members of that Conference, even if its results should be far less than any that sanguine people may anticipate, the results will be good. They

will have shown an experiment in the working of free institutions to which, so far as I know, neither the experience of this country nor of any other country shows a parallel, and which cannot but bear fruit in the future. Whether I live to see that complete fruition or not, I know that the meeting for free discussion of people divided by those deep fissures which separate parties in this country, to discuss on equal terms great problems affecting the Empire, must have a great effect now and hereafter."

Speaking at Ladybank, on October 29th, Mr. Asquith said:—

"The assembling of the Constitutional Conference was a step for which there was no example, taken in circumstances which were equally without precedent—a step which was bound to excite much legitimate criticism and some not wholly unnatural suspicion. It was, nevertheless, a step which, in my belief, was and is approved by the good sense of the vast majority of the people of these Islands. I have never wavered in the opinion, nor have any of my colleagues, that, whatever may be the issue, the experiment was one which was not only worth trying, but which, in the circumstances, it was the bounden duty of the statesmanship of this country to attempt. But if the Conference was to have a fair chance of success, it was obvious from the first that two conditions must be satisfied. In the first place, having regard to the area and character of the field to be surveyed, its proceedings must not be unduly hurried; and, in the second place, these proceedings must be carried on, in the very nature of the case, under the seal of the strictest confidence. Both conditions, I am happy to say, have been and are being fulfilled."

The twenty-first, and final, meeting of the Conference was held on November 10th, when an official announcement, as follows, was issued:—

"The Conference, which has been sitting to consider the Constitutional question, has come to an end without arriving at an agreement.

"It is the opinion of all the Members of the Conference that the conditions under which its proceedings have been held preclude any disclosure as to the course of the negotiations or the causes which led to their termination."

Note 25.—Accession Declaration.—The form of Declaration required to be made by the Sovereign was altered to read as follows:—

"I (name of Sovereign), do solemnly and sincerely, in the presence of God, profess, testify, and declare that I am a faithful Protestant, and that I will, according to the true intent of the enactments which secure the Protestant succession to the Throne of my Realm, uphold and maintain the said enactments to the best of my powers according to law."

Note 26.—Lord Lansdowne's Notice of Motion (November 15th):—

"That this House invites His Majesty's Government to submit without further delay the provisions of the Parliament Bill for the consideration and decision of Parliament."

Note 27.—Lord Rosebery's Resolution on the composition of the House of Lords (November 17th):—

(1) "That in future the House of Lords shall consist of Lords of Parliament:

(a) Chosen by the whole body of hereditary peers from among themselves and by nomination by the Crown ;

(b) Sitting by virtue of office, and of qualifications held by them ;

(c) Chosen from outside."

Note 28.—**Lord Lansdowne's Resolutions** (November 23rd):—

"That, in the opinion of this House, it is desirable that provision should be made for settling differences which may arise between the House of Commons and this House, reconstituted and reduced in numbers in accordance with the recent Resolutions of this House.

"That as to Bills other than Money Bills such provision should be upon the following lines:—

"If a difference arises between the two Houses with regard to any Bill other than a Money Bill in two successive Sessions, and within an interval of not less than one year, and such difference cannot be adjusted by any other means, it shall be settled in a joint sitting composed of members of the two Houses ; provided that if the difference relates to a matter which is of great gravity and has not been adequately submitted for the judgment of the people, it shall not be referred to the joint sitting, but shall be submitted for decision to the electors by Referendum.

"That as to Money Bills such provision should be upon the following lines :—

"The Lords are prepared to forego their Constitutional right to reject or amend Money Bills which are purely financial in character ; provided that effectual provision is made against tacking ; and provided that if any question arises as to whether a Bill or any provisions thereof are purely financial in character, that question be referred to a Joint Committee of both Houses, with the Speaker of the House of Commons as Chairman, who shall have a casting vote only. If the Committee hold that the Bill or provisions in question are not purely financial in character, they shall be dealt with forthwith in a joint sitting of the two Houses."

1911.

Note 29.—**Lord Lansdowne's House of Lords Reconstitution Bill** (May 8th). Briefly, it provided for:—

Qualified Hereditary Peers, elected out of 300 Qualified Peers, by 670 Hereditary Peers	...	..	...	100
Lords of Parliament chosen for districts by colleges of M.P.'s				120
Lords of Parliament nominated in proportion to strength of Parties in the House of Commons	...	...	...	100
Princes of the Blood	...	...	...	3
Spiritual Lords of Parliament	...	...	...	7
Legal Lords of Parliament	...	...	...	16
				<hr/>
				346
				<hr/>

The four days' debate on the Bill was described by Lord Haldane as "sombre acquiescence, punctuated by cries of pain." The Bill was read a second time without a division, but proceeded no further.

On March 12th, 1913, there were 650 members of the House of Lords :—

Hereditary Peers of the United Kingdom	...	...	...	574
Scottish Representative Peers	...	...	...	16
Irish Representative Peers	...	...	...	28
Life Peers	...	...	...	6
Archbishops and Bishops	...	...	...	26

650

Twelve minors reduced the voting strength to 638.

Note 30.—Lord Lansdowne's Referendum Amendment to Parliament Bill (July 5th), as an addition to the clause concerning Bills, other than Money Bills, provided further that any Bill—

"(a) which affects the existence of the Crown or the Protestant succession thereto; or

(b) which establishes a National Parliament or Assembly or a National Council in Ireland, Scotland, Wales, or England, with legislative powers therein; or

(c) which has been referred to the Joint Committee, and which in their opinion raises an issue of great gravity upon which the judgment of the country has not been sufficiently ascertained,

shall not be presented to His Majesty nor receive the Royal Assent under the provisions of this section unless and until it has been submitted to and approved by the electors in manner to be hereafter provided by Act of Parliament.

(2) Any question whether a Bill comes within the meaning of paragraphs (a) (b) of Sub-section (1) of this section shall be decided by the Joint Committee."

The effect of this, with other amendments, was that the peers, as far as possible, converted the Parliament Bill into the Unionists' "alternative" scheme of November, 1910—the very alternative which the electors had refused in favour of the Parliament Bill.

Note 31.—Lord Lansdowne's Statement (July 20th):—

"I am quite ready to say one thing to the noble viscount, and that is, that in our view some, at all events, of the amendments which we have introduced into the Bill are so essential, that we should certainly not be prepared to recede from them in substance so long as we remain free agents."

Note 32.—Mr. Asquith's Letter (July 20th) **to Opposition Leaders in both Houses:**—

"When the Parliament Bill in the form which it has now assumed returns to the House of Commons, we shall be compelled to ask that House to disagree with the Lords' amendments. In the circumstances, should the necessity arise, the Government will advise the King to exercise his prerogative to secure the passing into law of the Bill in substantially the same form in which it left the House of Commons,

and His Majesty has been pleased to signify that he will consider it his duty to accept and act on that advice."

Note 33.—Mr. Balfour's Vote of Censure (August 7th):—

"That the advice given to His Majesty by His Majesty's Ministers, whereby they obtained from His Majesty a pledge that a sufficient number of peers would be created to pass the Parliament Bill in the shape in which it left this House, is a gross violation of constitutional liberty whereby, among many other evil consequences, the people will be precluded from again pronouncing upon the policy of Home Rule."

Mr. Asquith gave the terms of the Statement which accompanied the advice to King Edward on November 15th, 1910, to dissolve Parliament:—

"His Majesty's Ministers cannot take the responsibility of advising a dissolution unless they may understand that, in the event of the policy of the Government being approved by an adequate majority in the new House of Commons, His Majesty will be ready to exercise his Constitutional power, which may involve the Prerogative of creating peers, if needed, to secure that effect shall be given to the decision of the country. His Majesty's Ministers are fully alive to the importance of keeping the name of the King out of the sphere of party and electoral controversy. They take upon themselves, as is their duty, the entire and exclusive responsibility for the policy which they will place before the electorate. His Majesty will doubtless agree it would be inadvisable in the interests of the State that any communication of the intentions of the Crown should be made public unless and until the actual occasion should arise."

Note 34.—Lord Morley (August 10th), in answer to Lord Lansdowne, said:—

"I am glad to take this opportunity of replying to the question put to me by the noble marquis. It is a question that deserves and requires an answer that is plain, deliberate, and beyond all cavil or mistake. If the Bill should be defeated to-night, His Majesty would assent to a creation of peers sufficient in number to guard against any possible combination of the different parties in opposition by which the Parliament Bill might again be exposed a second time to defeat. . . .

"All I have got to say on this part of the matter is, that every vote given to-night against my motion not to insist on what is called Lord Lansdowne's Amendment, is a vote given in favour of a large and prompt creation of peers."

The whole of the general debate in the House of Lords on August 9th and 10th was taken up with the question of whether the Peers should insist on adhering to Lord Lansdowne's Amendment, and when the amendments were considered in detail, all were agreed to without a division except the Commons' excision of the Lansdowne Amendment. The Commons' reason for disagreeing with the Lansdowne Amendment was as follows:—

"Because they consider that there is no justification for making any special exception from the operation of the Bill such as those set out in the Amendment, nor for adding a referendum to the procedure required by the Bill as respects any subject."

On Lord Morley's motion (August 10th) the peers voted thus:—

				<i>For insistence on Lansdowne Amendment.</i>		<i>Against.</i>
Unionists ...	...	...	...	112	...	37
Liberals ...	...	...	...	0	...	81
Episcopal Bench ...	...	...	...	2	...	13
				—		—
				114		131
Absent from the Division				...	...	387
Royal Princes				...	...	3

Note 35.—**National Insurance Act.** Unionist attitude on Third Reading Division, December 6th:—218 Unionist voted for Mr. Forster's Amendment to postpone Part I. until the Session of 1912. Upon the actual Third Reading Division, 9 voted for the Bill, 11 against, and 255 absented themselves.

Note 36.—**Mr. Bonar Law and the National Insurance Act** (February 14th, 1912):—Mr. Asquith: "Is the right hon. gentleman, if and when he comes into power, going to repeal it?" Mr. Bonar Law replied by giving a nod, and saying "Certainly!" But before the day was out, Mr. Bonar Law was writing to the papers to say that when he *said* "Certainly," what he really *meant* was "Certainly not"!!

1912-13.

Note 37. **The Case for a Miners' Minimum Wage.** Mr. Asquith, in introducing the Coal Mines (Minimum Wage) Bill, said (March 19th):—

"We were satisfied, and I believe the evidence is overwhelming, that there are cases of frequent occurrence where miners working underground are prevented, from causes for which the individual miner is in no sense responsible, from earning what he is able and willing to earn. The common case, perhaps the commonest of such cases, is when a miner, a hewer, finds himself face to face with a seam of coal which is technically called in this industry an 'abnormal place'—that is to say, a place where, for the time being, the physical conditions are such that he cannot, with the best will in the world, by the utmost exertion of his industry and effort, secure from his labour of the day anything like an average output. . . . But that does not by any means exhaust the area of the grievance. There were as we are satisfied, and as I think the evidence abundantly shows, and are, numbers of cases of constant and often daily occurrence where, although the place in which the miner is set to work is not physically and structurally an 'abnormal place,' but is normal in the seam, yet he is prevented from turning out and sending up to the surface the amount of coal which he is ready and able to hew, by such causes as deficiency of tubs, the imperfect condition of the roadway—I only mention these as two illustrations, I might say, out of almost a hundred—and, generally speaking, through imperfections or slackness or want of organisation in the underground management of the mine."

Speaking on the Second Reading of the Bill two days later, Mr. Asquith said (March 21st):—

"We did not think it was our duty to sit here with folded arms,

what they call 'keeping the ring,' while those two combatant parties, not at their own expense only, but at the expense of the whole community, fought out their conflict to the bitter end. We did not so read our Constitutional duty."

Mr. Balfour's view was that it was "impossible to approve of the Bill."

Note 38.—**Home Rule Bill.**—Mr. Asquith said (April 11th):—

"I myself, while recognising to the full the priority and paramount urgency of the Irish claim, have always presented the case for Irish Home Rule as the first step, and only the first step, in a larger and more comprehensive policy. I said so with the utmost distinctness in a speech which I made on the Second Reading of the Bill of 1893, and in the twenty years which have since elapsed there is not one year which has not illustrated and emphasised with ever-growing cogency and clearness the imperative need, in the interests of the United Kingdom and of the Empire as a whole, for the emancipation from local cares and local burdens of the Imperial Parliament. Look, first of all, at the effect of our present system upon purely domestic legislation and administration. It inflicts every year a double injury upon each of the component parts of the United Kingdom You will never get—I am speaking the lesson that has been taught me by a quarter of a century of Parliamentary experience—the separate concerns of the different parts of this United Kingdom treated either with adequate time or with adequate knowledge and sympathy until you have the wisdom and the courage to hand them over to the representatives whom alone they immediately affect.

"I do not exaggerate when I say that if you were to sit continuously during the whole twelve months of the year, and worked through them with unremitting ardour and assiduity, you would find at the end not only that there were still large arrears of legislation which you had not even attempted to overtake, not only enormous sums raised by taxation whose appropriation had never even been discussed, but that there were vast areas of the Empire—I do not now speak of the Self-governing Dominions—for which we are still directly responsible as trustees, to whose concerns we had not been able to afford so much as one single night. From the Imperial point of view, that is the case for Home Rule. The claim of Ireland rightly comes first, and must be separately dealt with.

"Have you any answer to the demand of Ireland beyond the naked veto of an irreconcilable minority and the promise of a freer and more copious outflow to Ireland of Imperial doles? There are at this moment between twenty and thirty Self-governing Legislatures under the allegiance of the Crown. They have solved, under every diversity of conditions, economic, racial and religious, the problem of reconciling local autonomy with Imperial unity. Are we going to break up the Empire by adding one more? The claim comes this time, not from remote outlying quarters, but from a people close to our own doors, associated with us by every tie of kindred, of interest, of social and industrial intercourse, who have borne and are bearing their share, and a noble share it has been, in the building up and the holding together of the greatest Empire in history. That claim no longer falls on deaf ears.

There has been reserved for this Parliament, this House of Commons, the double honour of reconciling Ireland and emancipating herself."

Note 39.—Home Rule Bill. Intelligent anticipation by the Opposition Leaders:—

Mr. Balfour.—"The *avowed intention* of the Government is, in substance, to abolish the Second Chamber, and *then, without any reference to the electors*, to grant a sweeping measure of Home Rule to Ireland. . . ."—*Message to Mr. C. S. Parker, Barnstaple, "Times," December 12th, 1910.*

Lord Lansdowne.—"Mr. Asquith, to my mind, makes it *perfectly clear* that the first step that will be taken will be to deal with the question of Irish Home Rule."—*Portsmouth, November 30th, 1910.*"

Mr. Bonar Law—"If the precious Veto Bill were law now, Home Rule would be passed to-morrow."—*Penye, November 17th, 1910.*

Mr. Austen Chamberlain.—"What was the Government going to do if they had a majority—a sufficient majority? They were going to abolish the Veto of the House of Lords. *Next*, they were going to establish Home Rule in Ireland."—*Oldbury, December 8th, 1910.*

Mr. Chaplin.—"Every vote given in support of the Government at this Election is given in support of Home Rule."—*Whithy, December 13th, 1910.*

Mr. Lyttelton.—"The Parliament Act once passed, a Radical Government, *if faithful to its pledges*, would carry Home Rule."—*Election Address, December, 1910.*

Note 40.—Home Rule. The progress made by Irish Home Rule is admirably illustrated by the fate on Second Reading in the House of Commons of the three Home Rule Bills of 1886, 1893 and 1912. The figures for Great Britain and Ireland are given separately, and for the United Kingdom as a whole:—

GREAT BRITAIN.				IRELAND.	UNITED KINGDOM.
1886	...	...	94 Against	64 For (80 to 16)	30 Against
1893	...	...	14 Against	57 For (80 to 23)	43 For
1912	...	...	39 For	62 For (81 to 19)	101 For

Note 41.—Mr. Bonar Law, at Blenheim, on Ulster and Home Rule (July 27th):—

"While I had still in the party a position of less responsibility than that which I have now, I said that, in my opinion, if an attempt were made, without the clearly expressed will of the people of this country, and as part of a corrupt Parliamentary bargain, to deprive these men of their birthright, they would be justified in resisting by all means in their power, including force. I said so then, and I say now, with a full sense of the responsibility which attaches to my position, that if the attempt be made under present conditions, I can imagine no length of resistance

to which Ulster will go which I shall not be ready to support them, and in which they will not be supported by the overwhelming majority of the British people."

In the House of Commons, on July 31st, he said, with reference to the above remarks :—

"I have been carefully considering them for a long time, and I did what I rarely do—I actually wrote down the words I used. I thoroughly realised the seriousness of what I was doing."

Replying in the same debate, the Prime Minister said :—

"The moment you lay down, as the leaders of the Constitutional Party lay down, the doctrine that a minority—I do not care what minority, if you like, a majority—are entitled because a particular act of legislation is distasteful to their views, and as they think, oppressive to their interests, to resist it by force, there is an absolute end to Parliamentary government. That is the real significance of the right honourable gentleman's statement. It is a declaration of war against Constitutional Government."

Note 42.—The Ulster Covenant (September 28th):—

"Being convinced in our consciences that Home Rule would be disastrous to the material well-being of Ulster as well as of the whole of Ireland, subversive of our civil and religious freedom, destructive of our citizenship, and perilous to the unity of the Empire, we, whose names are underwritten, men of Ulster, loyal subjects of his gracious Majesty King George V., humbly relying on the God Whom our fathers in days of stress and trial confidently trusted, hereby pledge ourselves in Solemn Covenant in this our time of threatened calamity to stand by one another in defending, for ourselves and our children, our cherished position of equal citizenship in the United Kingdom, and in using all means which may be found necessary to defeat the present conspiracy to set up a Home Rule Parliament in Ireland; and in the event of such a Parliament being forced upon us, we further solemnly and mutually pledge ourselves to refuse to recognise its authority. In sure confidence that God will defend the right, we hereto subscribe our names, and, further, we individually declare that we have not already signed this Covenant."

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